

REPORT OF THE GOVERNMENT OF INDIA
SECRETARIAT PROCEDURE COMMITTEE

DELHI

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FROM

THE PRESIDENT AND MEMBERS OF THE
GOVERNMENT OF INDIA SECRETARIAT
PROCEDURE COMMITTEE.

TO

THE SECRETARY TO THE GOVERNMENT
OF INDIA, HOME DEPARTMENT

Dated Delhi, the 20th December 1919.

SIR,

We have the honour to submit the following Report as a result of the inquiry which we were directed by the Home Department Resolution No.1745, dated the 12th September 1919, to hold regarding the organisation and procedure of the Civil Secretariats and Attached Offices of the Government of India.

Chapter I.--Introductory.

(Terms of reference to the Committee.)

The terms of reference to our Committee were:--

- (a) to examine the system under which business is allocated among the Departments and conducted in the Civil Secretariats and Attached Offices;
- (b) to report in what respects the system can be made more efficient and expeditious;
- (c) to make detailed recommendations where changes are required; and
- (d) to examine, so far as may be necessary for the above, the system of recruitment and organisation of office staffs.

(Procedure of the Committee and general observations.)

2. Our Committee assembled at Simla at the beginning of October and conducted its inquiries there during the remainder of the Simla season and afterwards at Delhi. Our procedure has been throughout informal. No evidence has been recorded, but we have had the advantage of personal

discussions with the Members and Secretaries in the Departments and a large number of other officials, several of whom have favoured us with written memoranda containing many valuable suggestions. The various Departments and Attached Offices also supplied us with detailed memoranda regarding their organisation and procedure on the lines of a questionnaire prepared by us, and we have had the advantage of perusing several reports and manuals on office procedure prepared by officials of various Services. We also spent some days at Lahore in an inspection of the Punjab Government offices and in discussions with the principal Secretariat officers there. For the detailed examination of office procedure and allocation of business among the Departments, respectively, we constituted two Sub-Committees which were at work throughout the greater part of October, November and December, their recommendations being then considered by the full Committee.

We desire here to express our great appreciation of the ungrudging manner in which officials of all grades too numerous to mention by name have supplied us with information and advice and have facilitated our inquiry by every means in their power.

3. We have interpreted our reference as having an exclusively practical object; viz., the discovery of any remediable defects in the existing distribution of business or in the methods of its transaction in the Civil Departments of the Government of India, and the recommendation of the steps which appear necessary to remedy such defects.

2.

We have therefore not thought it necessary to include in our Report any elaborate description of the present state of departmental organisation and procedure, or of their historical origin and growth. We have assumed that

well-known to those for whose advice and information this Report is written, and we have therefore limited our references thereto to what appears necessary in order to explain and justify our recommendations.

4. Nor have we thought it part of our duty to attempt to pass judgment on the positive or comparative merits or deficiencies of the organisation and procedure of the several Departments within our scope. To arrive at just conclusions on such a point would have required an amount of detailed investigation which would have seriously delayed the completion of our Report. Moreover, such an inquiry could not in our opinion yield any useful practical result in view of the fact that departmental organisation has been very generally, but also very unequally, disturbed by war requirements, and that some Departments at least are still very far from having completely reverted to normal conditions.

Accordingly, throughout the examination which we have been directed to make of the system under which business is conducted in the Civil Secretariats, we have steadily kept in view the practical objects indicated above, and have avoided any attempt to pronounce a verdict on the merits or demerits of particular departments.

5. While, however, the adoption of this course will, we hope, enhance the practical utility of our Report for the purposes for which it is intended, we are conscious that it may have the effect of giving the following chapters an unduly ^critical appearance to a reader who does not constantly bear in mind the intentional limitation of their scope. We wish therefore to say emphatically at the outset that none of the criticisms which it will be our duty to make in subsequent chapters of particular features and methods of departmental organisation and proce-

ture impair the admiration which we believe we share with all competent judges for the talent, zeal and single-minded devotion to duty which have been consistently shown by officials of all ranks in the Secretariats.

6. Many of such defects as we have found in the working of the machine are attributable not so much to any failure of the human factor as to the inherent difficulties of the conditions--geographical, climatic, or racial--under which the Government of India has to be carried on. Thus the vast area of the country makes any centre of Government, wherever situated, necessarily remote from the great mass of the population, and compels not only a division of functions between provinces and the Central Government, but also the adoption of special means to keep alive the connection between the Central Staff and those by whom the work of local administration is carried on. The important reactions of these conditions on Indian procedure will be noted in later chapters: here it is sufficient to remark that they are mainly responsible for the absence of a permanent higher Secretariat Service and for the consequent reliance on elaborate noting and printed records which forms so characteristic a feature of Secretariat methods in India. Again, the Indian climate which necessitates a migration of Government twice a year causes a dislocation of business of a very serious character, while the necessity for long leave which is another result of the climate is a great impediment to continuity of departmental control. Lastly, it is not to be forgotten that a large part of the subordinate work of Indian Government offices is performed by clerks to whom English is a foreign language, and whose racial characteristics and aptitudes differ widely from those of the majority of the responsible officers under whom they serve.

7. If the presence of these special conditions, all tending to impede and make more difficult the transaction of public business in India, invalidates any direct comparison between the efficiency and procedure of Departments in India and England, we venture to think that it renders all the more necessary the institution from time to time ~~in~~ of such an inquiry as that with which we have been charged and of which the results are contained in the following chapters.

3

Chapter II.--Allocation of business among the
Departments.

(General considerations which govern the
distribution of business among the
Departments.)

8. The most fundamental problems of allocation of functions which arise in connection with Indian administration are those which relate to the distribution of powers and duties between the Government of India on the one hand and the Provincial Governments or the Secretary of State on the other. These problems do not fall within our terms of reference, and many of the questions they involve must evidently be determined by broad considerations of general policy rather than by those of administrative procedure and efficiency, although they have a very direct and obvious bearing on some of the matters which have been referred to our Committee. Compared with such problems as the extent and limits of devolution and decentralisation, the question of the precise distribution of such functions as remain to the Government of India among the different Departments of the Secretariat is of course a matter of secondary importance, involving as it does no great principle of high

policy but merely considerations of administrative convenience and efficiency. Moreover, even from the administrative **point** of view, the attainment and maintenance of a perfectly logical distribution of functions among Departments is probably of less practical importance in the case of the Government of India than in that of countries like the United Kingdom where the tendency towards strict departmentalisation of the business of Government has gone much further than in India. That the corporate unity of the Government of India is no mere empty fiction but is still a living reality is clear not only from the terms of the formal "Rules of Business," but from many features of practical procedure some of which are referred to in the other parts of this Report. This sense of corporate unity and the greater intimacy of relations among Departments together with the physical contiguity of several Departments within a single building diminish **protanto** the importance of an absolutely logical demarcation of their respective functions, while **on** the other hand the practice of the Indian Government with regard to the preservation of printed records of important cases ought to facilitate the interchange of **branches** of business between Departments as administrative convenience may dictate from time to time.

9. It is, however, far from our wish to depreciate the importance, from the point of view of efficiency and expedition of procedure, of grouping the various branches of public business so far as possible **on** sound principles; and the value of a right grouping is likely to increase in the future, as the lines of division between Departments **become** inevitably more deeply marked. Where cognate or related subjects are dealt with by different Departments, there is a constant danger of duplication, overlapping and friction; and whereas a Department which has to deal with

a coherent group of related subjects gains expert knowledge and experience from the treatment of one branch which enhance its power of dealing promptly and effectively with others, a Department the work of which is formed out of a mere heterogeneous collection of unrelated subjects gains no such experience or power and its technique instead of continually improving may hardly rise above that of a secretariat pure and simple.

10. Accordingly, in considering this part of our reference we place first the importance of grouping together closely related subjects, and also those administrative Branches of which the work is correlated, under the same Department. A secondary but not unimportant point to be kept in mind in the allocation of business is the desirability of equalising so far as possible the burden resting on the several Members and higher officials. It is true that by means of a suitable organisation the scope of a Department may be increased almost without limit without increasing the burden on individual clerks or officers except those of the highest rank. But this process cannot be extended without the risk of administrative inconvenience. Expedients such as the creation of Joint or Additional Secretaries or the establishment of direct access from subordinate officers to the Member, however necessary they may be in times of emergency, tend to weaken the control of the Secretary and to impair the unity of the Department. Other expedients (such as the Board system of administration whereby under the Member and above the Secretary there / are two or more high officials in charge of separate blocks of work, but meeting regularly as a Board for the decision of large questions of policy) have been tried with success, especially during the war. The applicability of this form

of administration to the Departments of the Secretariat generally is discussed in another part of this Report (paragraph 81). Here it is only necessary to point out that none of these expedients can relieve the Member in charge from the necessity of deciding all the more important questions of policy, and that no Department can properly perform its duties if its Member is habitually overworked. Hence the desirability of securing a more even apportionment among Departments of the burden of public business than at present prevails.

In accordance with the above considerations we do not propose any complete re-arrangement of departmental functions in the interests of mere logical symmetry but confine our recommendations to a few important matters in respect of which we consider that a strong case for alteration has been made out.

(Public Health and Education.)

11. The first point to which we desire to refer is the allocation of duties with regard to Public Health, which are at present performed by services responsible to three Departments (the Director General of the Indian Medical Service under the Home Department, the Sanitary Commissioner under the Education Department and the Medical stores Branch under the Army Department). As regards the last-named service we make no recommendations as the Army Department is not within our scope, but we are strongly of opinion that the work of the other agencies named should be amalgamated under a single Department. As regards the necessity of this change there was complete unanimity among those whom we consulted. It was suggested to us that the combined organisation might eventually form a separate Department of Health, but those who looked to this as the ultimate solution agreed that the present such a Department would not suffice to occupy the time of a Member and that it would therefore be preferable at least at the outset that the Department of Health should be combined with some

other Department of the Secretariat. We agree with this view and after very careful consideration are of opinion that the best arrangement would be to change the title of the Education Department into that of the Department of Education and Public Health, and to make Public Health a separate Branch of this Department. We have considered whether the expedient of two Secretaries, one for Education and one for Public Health, should be adopted in this case, but on the whole we do not recommend it. We prefer the plan of a single administrative Secretary for the whole Department, the two great technical branches of the organisation being under two high expert officers with suitable titles (e.g., "Commissioner" or "Director General" for Education and Health, respectively), each reporting direct to the Secretary, and having the right of reference to the Member in charge in the event of disagreement with the Secretary. The Director General of the Indian Medical Service would in his capacity as expert for Health become an officer in the Government of India, Secretariat but he would of course retain his functions as head of the Indian Medical Service.

12. The effect of this change will be that the office of the Director General will cease to be an Attached Office and will become the nucleus of a Branch of the Secretariat, and (with certain possible exceptions) the clerical staff recruited in future for this Branch will be of the same classess as those serving in other Branches of the Secretariat.*

* The case of the existing clerks will have to be considered carefully in consultation with the Finance Department, with a view to determine which of them shall be allotted to the Lower and Upper Division respectively and which shall be retained on their present scales of pay. This is a matter on which it is beyond our province to advise in detail and we only refer to it here in order to show that we have not overlooked it.

The establishment of the new Branch and the demands that are certain to be made upon it will undoubtedly necessitate a liberal addition to the responsible directing staff dealing with matters of Public Health, but the precise nature of the requirements can best be determined when the initial change recommended above has been made.

13. We further consider that there would be great advantage in constituting two Advisory Boards to assist
 5 the Department with regard to its two main / groups of business. We understand that a scheme is being matured for the establishment of an Imperial Health Advisory Board in which both official and non-official authorities, both Central and Provincial, would be adequately represented, and of which the technical head of the Public Health Services of the Government of India would be ex-officio Chairman. We cordially support this project, which, if realised on sound lines, will, we believe, greatly contribute to the usefulness and efficiency of the proposed Health Branch of the Department. As indicated above we think that a corresponding Advisory Board for the Education side of the Department would similarly lead to beneficial results. We agree with the view that has been expressed to us that now that Education is likely to be included among "transferred subjects," the scope of operations of the Education Department will be considerably changed. In place of giving executive orders it will or should tend more and more to become a centre of the best information, research and advice, and the change would, in our opinion, be suitably marked by the establishment of an Imperial Educational Advisory Board which would directly link the Department with the various official and non-official educational authorities and institutions throughout India.

We do not contemplate that either of the Boards above recommended should have any executive functions (though some of the Members in their official capacity would retain such functions). They should be purely advisory, but it would be within the power of the Member in charge, if he thought fit, to delegate to them from time to time the decision of certain classes of questions. Both Boards should, however, publish annual reports of their proceedings and should further have the right of submitting their recommendations to the Viceroy through their Chairmen. It would also in our opinion be desirable that the Director General, Indian Medical Service, and the Educational Commissioner, in their capacities as Chairmen of their respective Advisory Boards, should have periodical, say monthly, interviews with the Viceroy. When technical questions relating to health or education come up for discussion at the Executive Council the Viceroy should at his discretion summon either of these officers to attend, and the Member in charge of the Department should also be entitled to take them as his advisers to such meetings.

14. We note that the Education Department is also at present responsible for matters relating to local self-government and also for a large number of miscellaneous subjects, which so far as they remain within its scope can suitably continue to be dealt with by ordinary Secretariat procedure. The only one of these miscellaneous subjects which, in our opinion, should clearly be transferred to another Department, is Copyright. This has such close affinities with other forms of industrial and intellectual property that in our judgment it should be administered by the same Department which deals with Inventions and DESIGNS, i.e., the Department of Commerce and Industry.

(Commerce and Industry--the transitional period. The Board of Industries and Munitions.)

15. The next group of subjects to be considered is that which at present falls within the scope of the Department of Commerce and Industry. Although the majority of the subjects dealt with by this Department are clearly inter-related and thus satisfy the first principle of allocation which we have laid down, it appears to us that in the aggregate these subjects are too extensive in range and magnitude to be properly included within the scope of a single Department, especially taking into account the certainty that many of them will become more and more important and engrossing in the near future. Not only is the Department of Commerce and Industry responsible for the whole range of relations of the Government of India to Trade, Commerce and Industry, but it also deals with questions of labour, and to a considerable extent with ways and communications including Posts and Telegraphs. Moreover, the Member for Commerce and Industry is responsible for Railways. If by common consent the present arrangement must be modified we have to consider very carefully the right lines of demarcation.

16. In this connection we have to take account of the important and weighty recommendations of the Indian Industries Commission, and of the decisions already taken thereon by the Government of India and the Secretary / of State. Briefly the arrangements already decided upon, as we understand them, are to entrust the duty of encouraging and fostering Indian industries temporarily to the Indian Munitions Board with the enlarged title of Board of Industries and Munitions. To this Board would be transferred such of the powers and duties of the Department of Commerce and Industry

as relate directly to Industries, including Factory Act administration and matters relating to Supplies and Stores including Stationery and Printing. To the same Board would be transferred the administration of Electricity from the Public Works Department. A still undecided question is the proposed transference of Technical Education from the Department of Education.

17. We may say at once that we are in complete sympathy with the plan which has been adopted of concentrating the initial work of giving practical effect to the report of the Indian Industries Commission (so far as ~~xxx~~ its recommendations are accepted by Government) in a special Department unhampered with large masses of routine administration. So far as we can judge the organisation contemplated is admirably suited for the purpose. Moreover as the proposed arrangement is essentially a transitory one, we think that it is unnecessary for us to make recommendations as to the exact list of subjects to be transferred to the Board. Success is only likely to be achieved by maintaining very close co-operation and intimate relations between the new Board and the older established Departments, and the precise demarcation between their respective functions during the transitional period can, we think, be safely left to direct arrangements between the Departments concerned under sanction of the Governor General. In these circumstances the only observation we feel it necessary to make as regards the functions of the temporary Board is in the nature of a warning against the undesirability of over-weighting it by ordinary routine administration. For this reason we should be disposed to deprecate the transfer of such subjects as Patent Law, Companies Law and the like.

(Commerce and Industry--Eventual Re-union--
Suggested Department of Ways and Communi-
cations.)

18. The operations of the Industries and Munitions Board with respect to the encouragement and regulation of Indian industries will of course be essentially temporary and will presumably cease when the foundations of the permanent Department dealing with this subject have been firmly laid. It is therefore necessary for us to look beyond the transitional and exceptional period and to consider what is the best permanent distribution of departmental duties with regard to Commerce, Industry, Labour and Communications, having regard to fact that it will be certainly impossible to re-unite all these functions under a single Department without causing serious over-weighting and congestion of business.

19. In the first place we have come to the conclusion that a permanent separation between Commerce and Industry is highly undesirable, and that if as a permanent arrangement these closely related subjects were assigned to different Departments very serious loss of power, overlapping and duplication would be certain to result. The difficulties to be encountered in developing Indian industries are at least as much commercial as technical.

In the second place it appears to us that following the principles of allocation which we have laid down, there would be great advantage in combining the various duties of Departments relating to Internal Transport and Communications in a single Department of Ways and Communications, which would embrace Railways, Tramways, Internal Navigation, Ports and Docks, Posts and Telegraphs, Aviation and Road Traffic including Motor legislation. We do not propose that this Department, if constituted, should deal with Merchant

Shipping which appears to us on the whole to have greater affinities with external commerce than with internal Communications, and which should therefore remain with the Department which deals with Commerce together with the kindred subjects of Pilotage and the Lighting of the coasts.

20. The proposed Department of Ways and Communications would, it will be observed, derive its main functions by transfer from three existing Departments viz., the Commerce and Industry Department, the Railway Department and the Public Works Department. We do not recommend its immediate constitution (which would leave the single subject of "Commerce" isolated for the time being) but we are disposed to suggest that in the near future and possibly when the period of office of the present Member for Commerce and / Industry comes to an end, the opportunity should be taken to re-unite the closely allied subjects of Commerce and Industry and at the same time to create the separate Department of Ways and Communications suggested above.

If a Ways and Communications Department be established the work now performed by the Railway Board will of course come within its scope. It will be a matter for consideration when the time comes whether the present Board organisation for dealing with Railways should be continued, with any necessary modifications to adapt it to the new conditions, or whether Railways like other means of transport should be dealt with by ordinary Departmental methods, the Railway Board being replaced by consulting technical officers. Another alternative course would be to adopt for the new Department as a whole the Board method of management. We do not think it necessary at the present moment to make any definite recommendations on this matter.

We should explain that it is our intention that any functions of the Government of India with regard to the actual construction, repair and maintenance of roads and canals should remain as at present, with Public Works, but that all questions relating to transport by road and canal should be dealt with by the proposed Department of Ways and Communications.

(Labour).

21. Another set of functions at present performed by the Department of Commerce and Industry are those relating to labour (including the Indian Factory Act, Mines, etc.). It seems certain that this branch of business will become more important and engrossing in future, especially in view of the participation of India in the international Labour provisions of the Treaties of Peace. We find it very difficult to forecast the proportions in which the increased burden of labour control and protection is likely to fall on the Central and Provincial Governments, respectively, but certain aspects at least of the subject (i.e., those which affect India's external relations or which necessarily concern more than one province, or which relate to the collection of Labour statistics and intelligence) must in any case be dealt with by the Government of India. In all the circumstances we do not think that this business is likely in the immediate future to afford sufficient material for a separate Department of Labour, but we suggest that it should be entrusted to a separate Branch of the Department which deals with Industries.

(Excise.)

22. There remain to be considered certain duties at present performed by the Department of Commerce and Industry which it has been represented to us might well be transferred as having little connection with its main duties and in order to give relief to an over-burdened Department. Foremost

among these subjects is Excise (other than Cotton Excise), which so far as it is not purely financial is concerned with such matters as liquor consumption and temperance, and only in a very indirect way with Commerce and Industry. We understand that-Excise was originally included among the duties of the Commerce and Industry Department in order to relieve the overburdened Department of Finance. The references which now reach the Government of India on Excise seem to us to be more akin to the subjects dealt with by the Home Department than any other. If, however, that department is considered already sufficiently weighted, we would suggest, solely as a matter of administrative convenience, that Excise might be transferred to the Department of Revenue and Agriculture.

(EMIGRATION).

23. Another subject the allocation of which presents some difficulty is Emigration, a subject of which the Department of Commerce and Industry desires to be relieved. We found that under the title of "Emigration," is included not only emigration from India to other parts of the world but also organised internal migration from one part of India to another. In fact one of the most engrossing parts of the work of the Emigration Section of the Department of Commerce and Industry is or has been concerned with the recruitment and protection of labour destined for the Assam tea plantations. It seems to us incontestible that any control exercised by the Government of India over the recruitment of labour within India whether for emigration overseas or for migration to other parts of India ought to be exercised by the Department which deals with the employment and protection of Labour generally. In the absence of a special Department of Labour these functions should, as we have already stated, remain with the Department of Commerce and Industry.

24. There is, however, another aspect of "Emigration" which in recent years has assumed great importance, and which

seems likely to continue to require careful attention for some time to come. This is the protection of Indians domiciled in other parts of the world (notably in British Dominions), or seeking admittance into those territories, against local laws or administrative action considered to be unfairly discriminatory or oppressive. This is preponderantly a political question though it has obviously an economic side. It appears to us that the Foreign and Political Department, which under the Rules of Business is charged with "all business connected with external politics," should logically be the Department to conduct negotiations with foreign countries or British possessions (either directly or through the Secretary of State) on the subject of the position and rights of Indians in those countries. We recognise, however, that there are certain objections to the transfer of so controversial a subject to a Department which does not possess as a Member of Council other than the Viceroy himself. Moreover, the conditions under which emigration or recruitment of labour is or should be allowed to other parts of the British Empire are so intimately bound up with the question of the protection of the rights of emigrants and Indian residents in those countries that there would be some administrative inconvenience in having these two questions dealt with by different Departments. This difficulty does not apply with the same force to the treatment of Indian emigrants in areas other than the British Empire, since the questions which arise are not connected with the supply of labour but mainly concern passports, appeals for assistance and the like.

Accordingly we recommend that the subject of Emigration be divided as follows:

(a) The supply of labour to and conditions of labour in districts of British India; the supply of Indian labour to and conditions of Indian labour in other parts of the British Empire (including Protectorates) and the general

questions of treatment of Indian residents in such areas.

(b) Treatment of Indian emigrants to and residents in other areas (including Mandatory States).

The first head should be dealt with by the Department of Commerce and Industry and the second by the Foreign and Political Department.

(Agriculture, Lands and Public Works).

25. If, as we have recommended, a Department of Ways and Communications be established in the near future, the position of the Department of Public Works will require careful consideration. The work of this Department is likely to diminish considerably not because of any decline in the necessity for Public Works, but because these needs will be increasingly met by provincial action. Moreover the Department of Ways and Communications will take from Public Works certain functions with respect to Tramways, Internal ~~from~~ Waterways and Roads. Lastly, the question of Electricity will go to the Department dealing with Industries, which in our opinion should also take over Water-power. In these circumstances, it seems desirable to consider the amalgamation of the Public Works with some other Department. The only Departments with which it has close affinities are the new Department of Ways and Communications and the Department of Revenue and Agriculture. With the former it is linked through Roads and Waterways, with the latter through Irrigation. The relations between the Public Works and the Revenue and Agriculture Departments are already specially close through their common responsibility to a single Member of Council and the case for combination is strengthened by the fact that the work of the Revenue and Agriculture Department is likely to fall off through the operation of the Reforms Scheme, under which Land Revenue will be more effectively a provincial subject and Agriculture

a "transferred subject." No doubt a great field of activity will remain for the Department in connection with higher agricultural and forestry research, stimulus and advice, and it will be certainly advantageous that the Department dealing with agricultural problems should also deal with the closely related subject of Irrigation.

26. We therefore recommend that a convenient opportunity should be taken of amalgamating the Department of Revenue and Agriculture with that of Public Works after transferring the powers of the latter Department with regard to Communications to the Department of Ways and Communications / and those relating to Electricity and Water-power to the Department dealing with Industries. We think that the title of the combined Department might be "Agriculture, Lands and Public Works," thus getting rid of the misleading term "Revenue" which by no means conveys the real character of the duties of this Branch of the Department.

The proposed amalgamation will render it necessary to make some changes in the existing mode of organisation of the Departments somewhat on the lines of those recommended for the proposed Department of Education and Public Health. There will be no room for more than one administrative Secretary to whom the expert heads of the various technical services--Agriculture, Irrigation, Forestry, etc.--should report direct.

(Technical Education.)

27. We have indicated above one important unsettled question of allocation, viz., the proposed transfer of Technical Education from the Department of Education to the Board of Industries and Munitions, and eventually to the permanent Department that deals with Industries. This proposal was strongly urged by the Indian Industries Commission, but it has not, we believe, so far received the sanction of the Secretary of State. There are strong arguments both ways,

and the general principles of allocation which we have laid down hardly help us to a solution, since it is evident that the subject of Technical Education is very closely related both to Industries and to Education, and, in fact, can only be satisfactorily handled by close co-operation between the Departments dealing with these questions. European practice has undoubtedly favoured the grouping of all forms of Education under the same Departments, but this is not altogether conclusive having regard to the special conditions prevailing at present in India. Broadly speaking, Technical Education, as understood in an advanced industrial country like England, is not so much the teaching of new trades as the supplementing of the deficiencies of practical workshop training by teaching which can be more effectively given in a ~~sk~~ school. Though the school workshop may play an important part in such teaching, it is not in any way regarded as a substitute for the ordinary workshop training. In India, however, the immediate problem is quite as much the creation of new industries as the improvement of existing ones. Moreover, in India general education is so backward that the whole energies of the Directors of Public Instruction are likely to be absorbed for years to come in supplying the deficiencies, so that industrial training, if entrusted to the Education Department, may not receive adequate attention.

On the whole, we recommend that for the transitional period at all events industrial training should be transferred to the Board of Industries and Munitions which should act in close co-operation with the Education Department; and the question of the eventual allocation of this subject should be reconsidered when general education has made further progress. If this recommendation is adopted, it will probably be found necessary to draw a rather difficult line of demarcation between industrial training proper and the teaching of applied science in higher educational institutions.

(The Legislative Department.)

28. We have reserved to the last the examination of the duties and functions of the Legislative Department, which seem to us to need very careful consideration and which, in any case, are likely to be profoundly affected by the operation of the Reforms Scheme. At present the Secretariat of this Department is responsible for three entirely distinct groups of business.

- (1) Management of Legislative Council business.
- (2) Drafting of Government of India Bills and criticism of Provincial Bills.
- (3) Advising Executive Departments on Certain classes of legal points.

We take these three functions in order.

29. Business relating to the Legislative Council including procedure, questions and answers, resolutions, disposal of legislation, publication of proceedings, statutes, etc., is business which in a Parliamentary country like the United Kingdom would not be managed by a Branch of the Executive Government at all, but by staffs responsible to the Speaker of Lord Chancellor respectively. In India the work must presumably continue for the present to be done by the Executive Government and it is obviously the proper / function of the Legislative Department to do it. It is work for which the ordinary Secretariat organisation and procedure are clearly suitable. This applies also to the very considerable amount of work connected with the publication of Provincial Acts and Rules which now falls upon the Legislative Department.

30. The drafting of Government Bills and Ordinances is work of a kind which in the United Kingdom is performed by the office of Parliamentary Counsel. It is highly skilled technical work which does not lend itself to the ordinary departmental organisation and which should not, in our opinion, fall

on Secretaries or Deputy Secretaries who are liable to be absorbed by other urgent work. It should be done by a small special staff of skilled draftsmen who would give it their sole attention and whose services should be placed at the disposal of the Executive Department desiring to frame projects of legislation. We accordingly recommend the constitution of a separate Drafting Branch attached for administrative purposes only to the Legislative Department. The head of this Branch should be a skilled legal draftsman and he should be provided with a sufficient staff of assistants with legal knowledge who could be trained up to take their part in drafting.

31. If this recommendation be adopted substantial modifications will be found desirable in Rules 23 and 24 of the present Rules of Business. The draftsman will act as the assistant of the Executive Department concerned, which will retain full control of its legislative proposals at least up to the time when they are introduced and ordered to be published by the Legislative Council. At this stage the Legislative Department will naturally become responsible for ensuring that all the necessary rules of procedure and orders of the Legislative Council are properly complied with but this supervision will be exercised not through the Drafting Branch but through the Secretariat of the Department. In the interests of expedition and the proper allocation of responsibilities we consider that all correspondence with regard to draft legislation should be conducted by the Department conversant with the subject-matter, and not by the Legislative Department, though the latter should invariably be consulted as to whether the project is *intro vires*, whether it requires legislation to give effect to it and on the general legal principles involved. We also consider that the services of the Drafting Branch should be placed at the disposal of the Executive

Department at the early stage. It is waste of time and energy for the officials of a Department to spend months in elaborating a preliminary draft which may be useless or worse than useless to the draftsmen of the Legislative Department when the matter eventually passes into their hands.

32. In our judgment the normal course of proceedings should be some-what as follows. The Member incharge of the Executive Department having determined that legislation for certain purposes is *prima facie* desirable, the Department should in minor cases proceed at once to formulate its proposals with the assistance of the Drafting Branch. In cases of major importance it should first obtain the authority of the Executive Council to prepare a Bill on certain lines explained very briefly and generally in a memorandum circulated for the purpose. It does not seem necessary or desirable that a definite Government decision to legislate should be required before a draft is prepared.~~affix~~ At this stage the Executive Department should in all cases place a responsible officer in direct personal charge of all matters relating to the Bill, who should deal direct with the draftsman, and from whom the latter should take his instructions, as the ordinary office procedure is quite unsuitable for handling a matter of this kind. The draftsman should be responsible for keeping in touch with the Secretariat of the Legislative Department on the general legal principles involved. When a draft Bill has been prepared, or at an earlier stage, if desired, the necessary consultations with Local Governments and other Departments and bodies interested can take place, and the revised draft will then be circulated to the Executive Council for final approval. We understand that it is not invariably the practice at present for the Executive Council to see Bills after they have been drafted, but there appear to us to be distinct

advantages in placing all Government of India Bills before the Executive Council at this stage instead of consulting
 11 the Executive Council / merely when authority to prepare the Bill is obtained. It has been strongly represented to us that all draft Bills immediately before submission to the Executive Council should be referred to the Secretariat of the Legislative Department for examination of the general legal principles involved. There is much to be said for this proposal during the transitory period when the new Drafting Branch is learning its work and its staff are not yet fully trained. If, however, the practice is to be continued beyond the first few years, stringent precautions will be necessary to limit the examination of Bills by the Secretariat so as to avoid the possibility both of business being held up, and of duplicating the work allocated to the Drafting Branch.

We include in Appendix C suggested amendments to the Rules of Business to give effect to the above proposals.

33. As regards criticism of provincial legislation, it appears to us that the provisions of Rules 28 to 34 of the Rules of Business will need complete recasting in view of the introduction of increased provincial powers. There will, however, remain three classes of references to a central authority which may still be necessary:

- (a) In order to secure some uniformity in methods of drafting it seems probable that it will be found necessary to entrust some central authority with the duty of examining provincial draft Bills from a drafting point of view. In that event, it has been suggested that this work should be performed by an "independent" drafting committee; but it is difficult to see how

any such committee could be really independent, and if it is attached to the Government of India at all (as we think it must be) it seems clearly desirable in order to avoid duplication that the work should be performed by the same body of skilled draftsmen who, under our recommendations, will prepare draft Bills for the Imperial Legislature. For this purpose the Drafting Branch would act purely as the advisors of the Provincial Government and its head ~~head~~ should correspond with that Government direct and not through the Secretariat of the Legislative Department.

- (b) There will still probably remain certain classes of Provincial Bills which will require examination and sanction by the Government of India on points of substance as distinct from form. It is suggested that all correspondence on matters of substance with regard to this restricted class of Bills could well be conducted directly with the Executive Departments conversant with the subject-matter and not through the Legislative Department.
- (c) Some procedure will be necessary in order to determine whether a provincial Bill is intra vires. Whether the necessary examination should take place before its introduction or after is a question on which we are not competent to advise. But either the draft or the Bill itself will require to be scrutinised by the Government of India from this point of view if only to enable them to advise the Governor General whether to exercise

his right of veto. The responsibility for this scrutiny should, we think, rest with the Secretariat of the Legislative Department and not with the Drafting Branch.

We have not seen our way to draft any amendments to the Rules of Business that may be required to give effect to these objects, as the precise provisions, if any, that will be necessary can only be definitely known when the Government of India Bill has become law and the Statutory Rules contemplated therein have been framed.

34. The third main function of the Legislative Department, viz., the advising of the Executive Departments on certain classes of legal questions, will, we believe, be performed in future, at least in part, by a newly constituted Solicitor's Branch, working directly under the Member in the Legislative Department. the legal opinions given by the Solicitor will, we understand, be his own opinions unless in cases of special importance they are referred to and endorsed by the Member in charge, and except in such cases they will / not commit the Legislative Department. The Solicitor will also be able to put up cases for opinion to the Advocate General at Calcutta. These arrangements seem to us a great improvement on existing procedure. We intend that it is not proposed that all classes of legal references should go to the Solicitor's Branch, but that a number of such references should still be dealt with by the Secretariat of the Department. During the first year or so while the Solicitor's Branch is still new to its work the cases to be transferred from the Secretariat will no doubt be restricted, and the cases to be transferred from the Secretariat will no doubt be restricted, and there are considerable advantages in a transitory arrangement of this kind. Eventually, however, we hope that all pure questions of legal

opinion on the effect of the existing law in relation to a particular case submitted will be referred to the Solicitor's Branch, as this work is not of a kind for which Secretariat methods are suitable.

Chapter III.--Recruitment of the Staff of the
Departments.

(Defects in the present methods of recruitment
of the office staff.)

35. We found a very general dissatisfaction with the present system, or lack of system, under which individual Departments recruit their office staff independently. For one or two Departments, e.g., the Foreign and Political and the Finance, regarding which there is at any rate an impression that prospects are more favourable than elsewhere, it was represented to us that a good class ~~xxx~~ of candidate can still be obtained; but, speaking generally, there was a consensus of opinion that the class of candidate which has been obtained during recent years has been markedly inferior to those previously recruited. The falling off in the quality of candidates dates roughly from the year 1910; and in several of the opinions expressed to us it was connected with the alteration in the system of recruitment introduced about that time, when the Secretariat Entrance Examination was abandoned, and also with the move of the winter headquarters of the Government of India from Calcutta to Delhi. This move has resulted in a reduced inflow of Calcutta candidates and an increase of up-country men. More than one cause has doubtless been operative and we are not so much concerned to ~~the~~ look for causes as to suggest remedies. We desire, however,

to emphasise that an improvement in the standard of the clerical staff is all-important. Not only will the actual changes in office procedure which we suggest later on in this Report necessitate a greatly improved office staff if the full benefits, which we hope will result from them, are to be obtained but we aim also at building up a permanent staff of such high quality that we may reasonably hope that it will contribute a substantial proportion of qualified candidates for the grade of officers in the Government of India Secretariat who under our recommendations will take the place of Under Secretaries.

36. In this connection we may mention that the Committee on Government of India Secretariat Establishments, which has recently presented its report, has drawn our attention to the unanimous feeling expressed by the witnesses who gave evidence before them, that it was necessary to take further steps to improve the status of the Secretariat Service. The claim was made to the Committee that the Secretariat Establishments should be constituted a regular service, with the designation of the Imperial Secretariat Service, that the general status of this service should be recognised as equivalent to that of the Provincial Civil Service that all members of the Upper Division should be treated as gazetted officers. We are strongly in ~~that~~ favour of the suggestion that the clerks in the Upper Division of the Government of India Secretariat should be treated as a single service, for which the designation Imperial Secretariat Service is appropriate. We consider that apart from the increased pay which has been recommended by the Government of India Secretariat Establishments committee, the proposals which we have to make on the subject of centralised recruitment, and the extra opportunities for advancement which will be offered by the increased number of Assistant Secretaryships, should tend in the

direction of improving the status and prospects of the service and should attract better men to join it. We should prefer, if possible, to attain these objects without extending to all members of the service the status of "gazetted" officers--a distinction the value of which is evidently liable to serious depreciation if too widely granted./ Nor do we think that the conditions and duties of the proposed service are sufficiently similar to those of the Provincial Civil Services to warrant any general declaration that their status is to be regarded as identical.

(Proposed constitution of a Central Staff Selection Board.)

37. We are strongly of opinion that the present methods of independent recruitment of office staff by Departments should be abandoned, and that some Central authority should be created to take charge of the recruitment of office staff for the whole of the Civil Departments of the Government of India. This central authority will relieve Secretaries and Registrars of a troublesome responsibility for the discharge of which they have not the necessary machinery. It should be able to establish closer relations with provincial and other outlying sources of recruitment and thus widen the present field and it should insist on much closer scrutiny and test of candidates.

We desire to make it clear at this point that although our recommendation regarding the designation "Imperial Secretariat ~~only, our proposals regarding~~ Service" relates to the Upper Division of the Government of India Secretariat only, our proposals regarding recruitment are much wider.

As will be seen from what follows we desire the control over recruitment exercised by the central authority to extend to all grades of clerks in the main Secretariats and also, so far as possible, to the clerical staffs of attached Departments, with a possible extension later on to any Provincial Governments who may desire to join in the scheme.

38. We suggest that this central authority which we may call the Staff Selection Board, should consist of one member nominated by the Home Department and another nominated by the Education Department, both of sufficient status, with an independent Chairman. When the Board is dealing with matters specially interesting one Department an additional member nominated by that Department should be added; and when the Board is dealing with the employment of women, a woman member should be co-opted ad hoc. If a Civil Service Commission, as has been ~~xxx~~ suggested, be eventually established in India, the Chairman of this Commission should be the Chairman of the Staff Selection Board or should nominate the Chairman of the Board who in that event should hold office for five years. Pending the establishment of a Civil Service Commission the Viceroy should nominate an interim Chairman. The members of the Board other than the Chairman should be appointed for one year, but should be eligible for re-appointment. This provision is made with the view of allowing for adequate representation of different sections of the community. One member of the Board should always be an Indian. The Board should have a Secretary, who need not necessarily be a whole-time officer, and should regulate its own procedure. It should deal with the Government of India through the Home Department.

(Recruitment of clerks for the
Upper Division.)

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39. We consider that, subject to the observations in paragraphs 44 and 46, Upper Division clerks should be recruited wholly by direct appointment. We suggest that the Staff Selection Board should fix and revise from time to time the educational and other qualifications required, and the evidence to be produced with regard to such qualifications, for all candidates for direct recruitment to the Upper Division of the Secretariat. They should prepare a preliminary list of candidates who appear *prima facie* to possess these qualifications, taking care that the main sections of the community (Hindus, Mohammedans, Europeans and Anglo-Indians) are adequately represented on the list and they should interview each of these candidates: on the basis of this interview and of the results of a qualifying examination (which, at their discretion, may be held either before or after the personal interview) they should prepare a list of approved candidates to be admitted on probation to the Secretariat as soon as vacancies occur.

40. The examination should, in our opinion, be a qualifying and not a competitive examination, in view of the importance of maintaining a proper representation of different classes and the desirability of discouraging special cramming. We regard a competitive examination as unsuitable and even dangerous. On the other hand, we consider that some examination is necessary, particularly in such subjects as will specially test the suitability of the candidates for Secretariat work, e.g., English, preparation of precis and the drafting

of letters. We have heard sufficient evidence to convince us that school and college training, and even
 14 the possession of high academical / honours in special subjects, do not necessarily qualify a man for Secretariat work, for which inter alia an adequate knowledge of English is essential. Our recommendations in this matter receive, we feel, strong support from the very striking and exhaustive discussion of this and connected subjects in Chapters XXVIII (viii) and L (iv) of the Report of the Calcutta University Commission. From the evidence quoted in those chapters and conclusions of the Commission itself we feel assured that the appointment of a central recruiting authority for service in Government Departments with the introduction of a scrutiny of candidates and a suitable qualifying examination will be beneficial equally to the Departments themselves and to the schools and colleges from which the candidates are drawn.

41. We suggest that the list of approved candidates should be prepared annually by the Staff Selection Board, say, in the autumn after the results of the University examinations are available. The list should contain ~~so far~~ so far as possible sufficient names to fill the vacancies anticipated to occur within the ensuing period, with a reasonable balance for contingencies and after taking into account any candidates appearing on the previous list who may not have been already absorbed. Any temporary vacancies should first be offered to men on the list prepared by the Staff Selection Board. Any exceptional demand which may arise during the period, and which cannot be met in the ordinary way, should be dealt with at the discretion of the Board.

42. We suggest that candidates may be allowed to designate the Departments in which they desire to serve in order of preference and on the other hand that heads of Departments may ask for particular men who appear specially suitable for their work. The Selection Board should endeavour to meet these expressed preferences so far as possible while nevertheless retaining the right of allocating the candidates as they think fit. On this understanding we believe that there will be no hesitation on the part of any Department whose recruitment involves special considerations, such as the Foreign and Political Department, in falling in with the general scheme. The Selection Board can be relied on to give adequate consideration to the special requirements of such Departments. All candidates should remain on probation for one year before their appointment in the Secretariat is finally confirmed. In order to ensure that the confirmation of probationary candidates is not regarded as a mere matter of form, there should be a definite certificate of confirmation signed by the Secretary in the Department. It should be at the discretion of the Board to replace on their list a probationer who has not been approved in a particular Department. We believe that a proposal has been made for the introduction of an efficiency bar in the Upper Division. Should this be introduced, we recommend that its working should be closely watched and that it should not be allowed to become a matter of form. The names of all Assistants who arrive at and who pass the efficiency bar should be notified to the Staff Selection Board, for their information.

43. We contemplate that it may be necessary from time to time to bring into the Secretariat men of special experience in Secretariat work, or with special qualifications, at stages other than the lowest. All such appointments will require the approval of the Staff Selection Board. In particular, we hope that the Attached Offices and Provincial Secretariats will be an important and valuable source of recruitment of the Imperial Secretariat Service. In the case of candidates from such offices the Selection Board should be authorised to dispense with all or part of the special qualifying examination and at their discretion to modify the educational qualifications prescribed for new entrants. But we consider that the condition of a personal interview with the Board should invariably be insisted on.

44. Some of the men now in the Lower Division may be considered good enough for promotion to the Upper Division. The Staff Selection Board should consider the claims of these men, but after they have been absorbed, any later entrants into the Lower Division who have the necessary qualifications and wish to become candidates for the Upper Division should be subject to the tests prescribed for new entrants into that Division. We should allow the age limit for entrance to be relaxed in their favour to the extent of their actual service under Government, provided they are not over 30 years of age.

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(Recruitment of clerks for the
Lower Division.)

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45. The proposals which we shall make later on in this Report for alterations in office procedure will

involve a reduction of the number of clerks employed on routine work. In order to effect this reduction recruitment for the Lower Division should be temporarily suspended. To expedite the change it may be desirable, in addition to dispensing with the temporary staff, to retire with suitable compensation some of the Lower Division clerks whom the Departments in which they ^{are} serving do not desire to retain. Should this be done every effort will, we trust, be made to treat them liberally owing to the reduction of their posts, and, if possible, to find them suitable employment elsewhere either in temporary posts or in other Government service. When the time arrives for resuming appointments to the Lower Division the Staff selection Board should determine the necessary qualifications and conditions of appointment. In the meantime while the process of reduction is in progress the Staff Selection Board should have the power to require Lower Division clerks who are redundant in one Department to be transferred to another Department in which there is a pressure of work.

(Stenographers, typists, and cashiers.)

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46. We consider that stenographers, typists and cashiers whose work is of a specialised character should constitute separate and distinct classes in the Secretariat on suitable grades of pay apart from the ordinary Upper and Lower Division clerks. The recruitment of these classes should be controlled by the Staff Selection Board. Entry of such men into the Upper Division should be subject to the same conditions as we have laid down in paragraph 44.

(Recruitment of Assistant Secretaries.)

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47. In connection with the proposals which we shall make to increase the number of officers of the rank of Assistant Secretary, who should be permanent Secretariat officers, we contemplate that these posts will be filled partly by direct appointment and partly by promotion of suitable men from the office staff. The men promoted from the office staff should be men who have shown special ability, and promotion should not be delayed until too late a period of their service. Assistant Secretaryships should be prize appointments open to the best men while they are still comparatively young. For long and meritorious service other rewards, such as special grade pay, are suitable; but for the type of work required of an Assistant Secretary too long a period of subordinate office work is, in our opinion, a disqualification. All proposed permanent promotions from the office staff to the post of Assistant Secretary, or higher posts, should be submitted for confirmation to the Staff Selection Board who may require any evidence they think necessary of capacity to fill the posts.

48. Direct appointments to Assistant Secretaryships of men from outside the office should be on the recommendation of Departments, but should also be subject to confirmation by the Staff Selection Board. We consider that it would be useful if the Staff Selection Board maintained a list of men prima facie suitable for appointment as Assistant Secretaries. This list would include both men from the office staff and candidates from outside, whether already in Government service or not. This list would, in our opinion, be a help to Departments desiring to find

candidates suitable for an Assistant Secretaryship. The Selection Board would be more closely in touch with the outside market than an individual Department can possibly be, and thus the field of choice would be widened. If such a list were prepared, we should recommend that it be made obligatory for Departments to choose their candidates from this list. It would be open however to any Department desiring to appoint a particular man with special qualifications, as, for instance, a man from the Customs, Postal or Finance Departments, to obtain the inclusion of his name in the list, with the approval of the Selection Board, before his appointment.

(Application of above recruitment proposals
to Attached Offices.)

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49. The application of our recruitment proposals to the ~~the~~ Attached Offices of the Government of India presents certain difficulties. The Attached Offices vary from large Departments such as the Posts and Telegraphs, the Geological Survey and the Department of Statistics to those of purely inspecting or advisory officers with only one or two clerks. More than half of them have their headquarters elsewhere than at Simla and Delhi. In some instances they require men of special qualifications for at any rate a portion of their work; in most there is a larger proportion of routine and low paid work than is
16 necessary in / the Government of India Secretariat. The fact however that the standard of qualifications varies and that there can be no question of the equalisation of the rates of pay throughout the Attached Offices with those in force in the main Departments is not, in our opinion, a convincing reason for withholding from the Attached Offices the advantages of organised recruitment under the

control of the Staff Selection Board. This control of recruitment would, we think, manifestly benefit the central Calcutta office of the Posts and Telegraphs Department and might perhaps be extended to the offices of the Postmasters General at Calcutta and elsewhere; it would be equally useful for the Departments of Statistics and Commercial Intelligence and others. The control could be extended to embrace an increasing number of offices as the Board's experience develops. The Board should be able to devise a procedure elastic enough to enable it to supervise the recruitment of clerks for the majority at any rate of Attached Offices. The educational qualifications and the examination test to be prescribed by the Board need not be identical with those required for the Central Secretariats; but the personal scrutiny of candidates should be insisted on. The Board will in any case find it necessary to visit after due notice at least the three Presidency towns in order to obtain the best candidates from all parts of India for the Imperial Secretariat Service. We recommend therefore that the Staff Selection Board should extend its supervision to the recruitment of the clerical staff of the offices attached to the Government of India unless the head of the Attached Office is able to satisfy Government that such supervision is for special reasons unnecessary or unsuitable for his office.

(Training Classes.)

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50. Another question which we have considered in connection with recruitment is the provision of classes for training candidates in office procedure. Various suggestions on this subject have been made to us; one suggestion was that each annual batch of candidates after selection should be given their training in one of the Departments of the Government of India where work was not too heavy. We

recognise that there are distinct advantages in putting men through some preliminary training in office procedure and in drafting, precis-writing, etc., before they enter on their actual work in the Departments, but we consider that the annual number of vacancies for clerkships in the Government of India alone would not be sufficient to provide material for training classes. The total strength of the permanent establishment of the Government of India Secretariat below the rank of Registrar (excluding the Munitions Board which has a large temporary establishment) is at the present time 616, made up as under:---

Superintendents.	48
Secretariat Assistants.	211
Lower Division Clerks.	321
Stenographers.	36

On this basis the annual number of permanent vacancies for Assistants in the Upper Division is not likely on an average of years to exceed twelve. It is possible, however, that later on the Army Department of some of the provincial Governments may find it advantageous to join in the scheme. In this event we recommend that the question of providing classes at suitable centres for training candidates in office procedure should be considered by the Staff Selection Board. We recognise the difficulty of making such classes practical, and the Board will therefore need to pay special attention to this point and particularly to the necessity of obtaining suitable instructors.

(Leave Reserve.)

51. Before leaving the subject of recruitment there is one aspect of the question which requires to be considered. The Government of India Secretariat Establishments Committee has commended to our consideration the

provision of a leave reserve which at present, we understand, exists as such only in one Department. That Committee had received a considerable body of evidence to show that while privilege leave could in ordinary times be taken by members of the establishment, long leave ~~had rarely~~ ^{had rarely}, if ever, been taken except on medical grounds. The difficulty appeared to arise partly from the inadequacy of the furlough allowances and partly from the absence of a leave reserve. Apart from the consideration that the inability to take adequate leave must be prejudicial to work, we regard the present system by which short leave vacancies are filled by temporary men, who hope eventually to make good their permanent footing in the office, as highly unsatisfactory. The system militates against the employment of men from the more distant provinces who cannot avail themselves of short leave vacancies without a guarantee of permanent employment. We also found in one Department at least a system of unpaid apprentices, who were working on the chance of obtaining officiating vacancies and by this means securing a footing in the office. We see great objections to this system, which should be discontinued. We consider that the establishment of every Department should be sufficient not only to provide for the normal work of the Department but to admit of adequate leave being taken. We are not in a position to lay down the actual percentage which should be sanctioned for each Department over and above the strength actually required on an average to cope with the work. We suggest that the percentage should be fixed after considering the actual figures of leave taken over a number of years and after making some addition to this to allow for more leave being taken than in the past. In order to meet the difficulty of the furlough allowances we suggest that it might be possible to introduce a system of compounding long

periods of furlough for shorter periods on full pay. We should justify this arrangement specially for the Government of India Secretariat clerks because of the distance at which many of them are compelled to live from their own provinces.

To avoid misunderstanding we would add that we hope that the reductions of office work which will follow the adoption of our recommendations on office procedure will be sufficient to provide the necessary margin for a leave reserve without any actual addition to the existing staff.

Chapter IV.--Conduct of Business by the Departments.

(A) GENERAL CONSIDERATIONS.

52. Most of the features of the Secretariat organisation will come under detailed review in the later portions of our Report. We are only here concerned to draw attention to certain important characteristics which affect our general recommendations.

(General characteristics of work of Government of India Secretariat.)

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53. It is to be noted at the outset that the business performed by the Civil Departments of the Government of India Secretariat consists at present mainly of the disposal of cases coming to them from without rather than initiated from within, and a large proportion of these cases originate in a Provincial Government. We have made inquiries from all the Departments on this point, and while their replies do not enable us to give precise statistics, they lead us to believe that on an average at least nine out of ten cases dealt with in any given Department come to it from outside and that out of these nine at least five emanate from a Provincial Government. The tendency appears to be for the Secretariat of the Government of India to become less an organ of direct executive action and ~~indirect~~ with reference to this matter which will be found in p.78.

initiative and more a tribunal of reference and general supervision. Perhaps as a result of this tendency we find that the Civil Departments have developed a type of organisation much more suited for criticism than for direct initiative. To some extent of course this feature is common to all secretariat organisations and is not peculiar to the Government of India. Nevertheless, there is a wide field of public business in which the element of central initiative and stimulus must play an important, and it may be an increasingly important, part. The normal organisation of the Departments not being adapted to this class of work, the necessity has been in part met by bringing the heads of the technical administrative Departments into direct connection with the Secretariats either as advisers (e.g., the Inspector General of Forests and the Director General, Indian Medical Service) or as "attached" (e.g., the Director, Central Intelligence Department, the Directors General of Archaeology and of Posts and Telegraphs, etc.). This expedient has great advantages, but it is open to one great danger, viz., duplication of work between the Attached Office and the Secretariat proper. The proposals of the Attached Office come to the Secretariat as a receipt from the outside, and the Secretariat naturally tends to develop a clerical branch corresponding to each Attached Office for the purpose of examining these proposals from a general administrative point of view. It is evident that unless the relations between the Attached Office and the parent Department are very carefully adjusted, and the criticisms of the Secretariat kept strictly within proper bounds, there are great opportunities for duplication of work to the grave prejudice of the prompt and efficient transaction of business. We therefore attach great importance to the recommendations with reference to this matter which will be found in p.78.

54. The device of the Attached Office does not of course cover the whole ground. Another method of initiating projects which has been increasingly adopted in India is to appoint a special Committee or Commission of Inquiry. The recommendations of such a body would in the ordinary course be received and examined by the Secretariat, and a decision of Government obtained thereon, in the same way as on any other "receipt" from without. It is however generally recognised that for this class of work ordinary Secretariat procedure is and must be unsuited, and can only lead to duplication and delay. Accordingly, in certain important recent cases this procedure has been dispensed with and in lieu thereof a high officer has been placed on special duty for the express purpose of dealing with the Committee's recommendations, of obtaining the necessary decisions of Government thereon, of carrying through the requisite consultations with other Departments or Provincial Governments and finally of seeing that such recommendations as are approved are brought into operation. The happy results already obtained in certain cases by this method lead us to hope that it will become the recognised normal procedure and we are disposed to suggest that it should be embodied in the Rules of Business. We think it important however that officer placed on special of Business. We think it important however that officers placed on special duty for the express purpose of dealing with a Commission's recommendations should have as independent a position as possible. (See draft Rule in Appendix C.).

55. We do not however consider that the Secretariat can entirely fulfil its duties with regard to initiative by relying on such methods as the association with it of Attached Offices or the establishment of special Committees ad hoc. Though it is very difficult to forecast the future

it seems possible that while powers of executive order, statutory sanction and the like may more and more gravitate to the provinces, the functions of the Central Departments may more and more assume the character of information, advice and research, which are all matters involving a large element of departmental initiative.

(Necessity for **C**lasticity in procedure.)

56. Not only the character but also the volume of business of the Secretariat is likely to be greatly affected by new forces of uncertain magnitude and direction. On the one hand the progress of devolution will eventually transfer much work to the provinces, though during the transitional period this process will probably increase, rather than diminish, the pressure on the central Departments. On the other hand the quickening of activities, both industrial and political, throughout India are certain to make the demands of the public on Government Departments more extensive and exacting. It is not possible at present to foresee the net result of the operation of these opposite forces. No proposal that we are now in a position to formulate can be relied upon with certainty to equip the Secretariat to meet future changes ~~xxx~~ in its work which cannot at present be accurately foreseen. All we can do is to ensure the strengthening of the higher and the improvement of the subordinate staff of the Departments, and the introduction of a sufficiently elastic scheme both of office procedure and higher control to admit of intelligent and continuous adaptation to new conditions as they arise.

Our detailed recommendations will be found to be framed with these objects.

57. In the state of uncertainty both as to the future character and volume of the business which the Government of India will be called upon to perform in future, it is, as already mentioned, of the highest importance/that any scheme of procedure both as regards the lower and upper branches of the Departments should be as elastic and adaptable as possible. This is amply confirmed by the experience of the war, when the Indian Munitions Board found it necessary to depart very widely from the usual system in order to meet new conditions for which they found it unsuited. For this reason we doubt the advisability of relying too much on detailed Office Manuals of procedure which, though they have their uses may tend, unless continually modified and kept up to date, to stereotype office methods and to arrest the process of adapting them to altered circumstances. For the same reason we regard the recommendation made at the close of our Report for the immediate appointment of an Inspector specially charged with supervising the procedure of the various offices as one of the cardinal features in the whole scheme.

58. The general and growing sense that there is a mis-fit between the changing conditions and requirements of Government business and the existing rules and practices by which procedure is nominally governed is shown by the fact that, as we have found, Departments frequently resort to various informal devices to escape from the bondage of their own procedure in cases of importance and ~~urg~~ urgency. Thus the elaborate rules for the circulation and signature of despatches are habitually avoided by the use of telegrams or "demi-official" communications, while (to take an example from the other end of the scale) the meticulous

precautions taken in the offices to register the movements and progress of papers and files are waived in cases of emergency and the system is thus deprived of much of its virtues. While the recognised procedure remains unreformed there may be good grounds for the adoption of these means of escape, but their inconvenience is very obvious and we trust that the scheme of procedure which we recommend will be found sufficiently elastic to make it unnecessary to resort to such expedients unless in very exceptional cases.

59. Whatever changes the future may have in store they will certainly only come into being very gradually, and in the main our investigations have necessarily proceeded on the assumption that the business to be performed will for some time to come be of much the same general nature as that which is at present transacted; i.e., that the typical work of a Department will be the examination and disposal of cases received from without, for example, from some Provincial Government or from an Attached Office, or from some other Department or from the general public. Such a case pursues a course through a Department marked by several more or less well-^{defined}~~denied~~ stages. It is received and registered in the office, precedents are attached and an office note prepared so as to facilitate the work of the responsible officers in deciding what action has to be taken. The process of arriving at that decision may or may not involve consultation with other Departments interested, or with Provincial Governments, or, in important cases a reference to the Secretary of State. According to the importance of the case, the final decision may be given by the Member in charge, or by the Secretary or some other authorised officer, or it may require to be submitted to the Governor General or the Executive Council. Ultimately the case comes back to the office to give effect to the

orders passed, i.e., for the drafting, copying and issue of any necessary communication and the proper recording and indexing of the case for future reference.

Thus it will be clear that the responsibility of the "Office" proper (i.e., of the subordinate and clerical staff of the Department) for any case applies mainly to the initial and closing stages of its career, while broadly speaking the higher departmental officers and Members of Council are mainly responsible for its intermediate stages.

(Statistics of periods occupied in
treatment of cases.)

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60. As might be expected, by far the greater part of the total period between receipt and final despatch is on an average occupied by the "inter-mediate" stages of a case. We have obtained particulars of about 750 cases in a number of selected Departments during a typical period. We find that on an average they were disposed of in 24.7 days from receipt, of which 3.4 days were occupied in the preparatory work before the case reached a responsible officer, 19 between submission to the officer and the decision by the Department (including of course all delays due to consultations with and / reference to other authorities) and 2.3 days between the passing of orders and the actual despatch.*

* The figure representing the average period occupied in preparatory office work is reduce by the inclusion of a large number of minor cases which occupied very little office time. Thus we find that one half of the total number of cases were sent forward by the office within two days, while ten per cent of cases were not submitted for more than a week and three per cent for more than a fortnight.

61. While we do not lay any great stress on the precise figures, they at least make it clear that no reform of office procedure can suffice by itself to put an end to the delays in the Secretariat, though it must be remembered that the period of time between the date of submission to the officer and the decision of the Department may include a considerable period of treatment by the office, especially when files are referred to other Departments and are dealt with by their office establishments. For any considerable speeding up, especially of important and complicated cases, we must look beyond the mere reform of office routine to a recasting of the procedure followed during the intermediate stage, i.e., for arriving at decisions and passing orders.

(Arrangement adopted in following
sections of the Report.)

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62. In the succeeding sections we follow a case through its various stages from first receipt to final record. It is however convenient not to take these stages in strict chronological succession but to group together in the same section all those processes for which the office properly so-called is mainly responsible, i.e., the initial and closing stages of procedure, while treating in separate sections the methods of obtaining decisions of policy and of consulting other Departments and Governments, which are mainly in the charge of the higher Secretariat officers.

63. Throughout this Report we use the term "Office" in the strict Indian sense, viz., the subordinate establishment of the Department from the peon up to and including the Superintendents and the Registrar. We use the term "responsible officer" to include officers of the grades of Secretary, Deputy Secretary, Under Secretary or Assistant

Secretary. We do not forget that in the Secretariat Registrars and Superintendents rank as "Gazetted Officers." They are, however, in charge of the clerical establishment and are mainly concerned with cases of those stages for which the office is responsible. Their duties and functions are therefore most conveniently discussed in the section which deals with office procedure.

64. The strict horizontal division of Indian Departments into two parts, higher and lower, respectively, arises from conditions peculiar to India, and in particular from the policy which has always been followed of recruiting the higher Secretariat from officers of the Indian Civil Service or other Imperial Services, temporarily brought into the Central Departments from provincial administrative work, and returned to such work after a certain period of service at the centre. The grounds of this policy, viz., the paramount importance of securing that the higher treatment of questions in the Central Departments should be in the hands of officers possessing practical and recent experience of local administration, are so incontestible that we do not propose any material alteration in the system, as regards the two senior classes of officers. But it is important to recognise that the present system necessarily involves many substantial disadvantages in depriving the Secretariat of the guidance of permanent and experienced higher officials and forcing those who are in temporary control to rely much more than in England on the memories and experience of members of the subordinate establishments, supplemented by elaborate printed records. It is not the least disadvantage of the present system that few higher officers ever have the time to familiarise themselves with the "Office" and ~~xx~~ its procedure, much less to control its

operations. Our recommendation however as to Assistant Secretaries in paragraph 71 will we hope afford an effective remedy for this particular evil.

(Housing of the Departments.)

65. There is another matter to which we desire to refer before passing on to the detailed examination of the organisation and procedure of the Departments. To a material extent efficiency of procedure depends on proper housing. At present the housing of the Departments leaves much to be desired. We say nothing of Delhi, since the temporary Secretariat Building there is only intended to provide for a portion of the staff, and in fact the proportion which moves from Simla is mainly regulated by the accommodation available at Delhi. At / Simla, however, where the whole of the Departments are located for seven months in each year the shortage of accommodation is well known. It has been accentuated by the creation ~~xx~~ of special Departments and by the additional work thrown on existing Departments by the war. This additional strain on accommodation will to some extent doubtless disappear, but in view of what we have already said as to the probable character and magnitude of future demands on the Secretariat we are convinced that even after taking into account any reduction of staff that may follow from the adoption of our proposals for the improvement of office procedure, the present office accommodation in Simla will continue to be inadequate for future requirements. Moreover, apart from the amount of accommodation available, the existing internal arrangements militate against efficiency of control and good work. Departments are often scattered on several floors, with officers at a considerable distance from their clerical staff. Rooms for the clerical staff are too small and in consequence Superin-

tendents are some times in control of more than one room; record rooms are far from the Department to which they belong. Responsible officers are not properly protected from casual intrusion and there is no provision adjacent to the rooms occupied by Members of Council for Accommodating the private Secretaries to whom, if our recommendation on this point is accepted, they will be entitled in future.

66. All these defects will, we hope, be fully remedied in the permanent Secretariat Buildings now being erected at New Delhi. Certainly there will be sufficient accommodation in these buildings for all reasonable anticipations. We strongly recommend, however, that the important matter of internal arrangements as bearing on efficiency of procedure be brought prominently to the notice of any committee or other authority charged with giving detailed instructions to the architect. As a means to this end we ~~xx~~ venture to suggest that if an officer ~~be~~ placed on special duty to see that effect is given to our recommendations, he and later on the Inspector of Offices whose appointment we recommend, should be brought into close touch with and consulted by the authority from whom the architect takes his instructions. In the meantime, we suggest that all possible measures be taken in consultation with the Inspector of Offices to improve the accommodation and internal arrangements of the Secretariat Buildings at Simla.

(The annual move to and from Simla).

67. We have said nothing so far as to the effects on departmental efficiency of the annual move of the Government of India to and from Simla. It appears to us to be beyond our province to discuss in any way the necessity of such a move, which is a matter determined

entirely by climatic considerations. All we are concerned with is to examine whether any part of the consequent dislocation of business could be avoided by better arrangements. Unfortunately we have not been able, as we hoped, to have a practical test made of an alternative method of effecting the move, which, if feasible, presents manifest advantages, viz., by motor lorries in place of railway transport. The advantages of such a method are that it avoids intermediate handling at Simla, Kalka and Delhi stations, and makes unnecessary the elaborate packing of documents which at present occupies so much time. Any extra cost would be far more than recouped if the interruption of public business were shortened by only a few days. On the other hand, it is possible that the steep road from Kalka to Simla may not bear the heavy motor traffic required for the purpose, and there may be other practical difficulties which would only emerge if a practical trial were made. Nothing can be definitely decided without such a test, and we regret that owing to the present military demands on motor transport sufficient lorries were not available for an experiment which would have yielded practical results. We therefore recommend that the experiment be made in the Spring when the next move to Simla takes place.

68. No arrangements that can be devised will avoid a serious interruption of business by the move, but apart from the possibility of substituting motor for railway transport, there are a number of detailed improvements by which as the result of our observation of the autumn move we consider that the disturbance of business could be mitigated and shortened. Our specific recommendations for this purpose will be found in Appendix B, paragraphs 70 to 73. These recommendations aim at

the introduction of better and more systematic arrangements for selecting, packing, conveying and re-arranging the material/required by each Branch together with the better timing of the dates of travelling of members of the same Branch, so that the units of work may so far as possible remain intact at each terminus instead of being divided between the two for considerable periods as at present.

(B) ORGANISATION AND PROCEDURE OF THE HIGHER SECRETARIAT.

(Grades of higher officers
in the Secretariat.)

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69. Before considering departmental procedure within the "office" proper, we propose in the present section to examine the higher organisation of the Departments and the procedure followed therein for settling policy and passing orders. The question divides itself into two parts: viz., the grades and mutual relations of the departmental officers through whose hands the cases pass, and the methods adopted for submitting questions to superior officers or to Council and for obtaining their instructions thereon. The present normal organisation of a Secretariat Department includes ^{four} ~~from~~ grades of ^{officers} "office", viz., Secretary, Deputy Secretary, Under Secretary and Assistant Secretary. Of these all but the last are selected from members of the Indian Civil Service or other recognised Imperial Services and they only serve in the Secretariat for a period of three years, unless their terms of service are specially prolonged. Assistant Secretaries, on the other hand, except in the Foreign and Political and the Education Departments, are usually permanent Secretariat officers, who to a large extent are promoted from subordinate ranks. As regards the gradation of responsibility and the relative numbers of these four classes of officers and distribution of functions among them

we do not find any common practice among the Departments. The following tabular statement shows the present numbers of officers of the different grades in the various Departments:---

LIST OF OFFICERS OF THE CIVIL SECRETARIAT.

Name of Department.	Member	Secretary	D. Secretary.	U. Secretary.	A. Secretary.
1. Home	1	2 (one additional Sec.	1	2	...
2. Finance	1	1	1	1	1
3. Legislative.	1	1	1	...	(one Lega Assistant
4. Revenue and Agriculture.*)	1	(1 (2	...	1	...
5. Public Works	)	(1	1	1	1
6. Education.	1	1	...	...	2
7. Foreign and Political.	1 (Viceroy)	2	2	1	1
8. Commerce & Industry.	1	1	1	2	1
9. Railway Board.	1 President 3 Members.	1	...	...	4
10. Indian Munitions Board.	1 President 4 Members.	1	2

(* Omitting the temporary Foodstuffs Organisation.)

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70. It appears to be by no means universally or even generally the rule that officers of the lowest grade prepare cases for those of the next higher grade who settle the minor ones and in turn submit those beyond their competence to officers of the grade above them. In place of this natural procedure we find Deputy Secretaries systematically dealing direct in certain classes of case with the Member, while in several cases the established practice is

for Secretaries to receive papers on certain subjects from Deputy Secretaries and on others direct from Under Secretaries or Assistant Secretaries.

(Strengthening of staff of higher officers.)

23 71. We have come to the conclusion that the hierarchy of Secretariat officers contains too many classes and that the best course is to dispense with the Under Secretary class, except in one very special case to which we refer later. We / also consider that the number and proportion of officers in the three remaining grades should be so adjusted as to secure the even flow of business without over-tasking the officers of any particular grade. For this purpose the organisation should be of the nature of a pyramid, the apex of which is the Secretary and the base the Assistant Secretaries. We feel that it is natural and inevitable that the Secretary should become more and more the real official head of the Department, the Member taking on more and more the character of a Minister. We do not favour the expedient of Joint Secretaries in the Government of India Secretariat, except in cases of temporary emergency. In normal times we consider that the necessary relief to the Secretary of a hardworked Department can and should be afforded by an adequate provision of Deputy Secretaries of whom every Department with a normal organisation should have at least two. Departments with special types of organisation should be adequately provide with higher officers of analogous status. The business of the Department should be properly sub-divided among the Deputy Secretaries, and further sub-divided ~~among~~ among the Assistant Secretaries below them whose number should be regulated by the number and relative importance of the branches or sections contained in the Department. In the same way,

each Assistant Secretary should be in direct contact with a definite number of Secretariat Assistants. While under this system all business would normally reach the higher officers through officers of the next lower grade, each officer from the Member ~~at~~ or Secretary downwards should have the unquestioned right to send for any officer or clerk of any grade below him in the Department for purposes of obtaining information or advice.

The above organisation may possibly be criticised on the ground that in certain cases papers which go to the Secretary and Member will pass through more hands than under present arrangements where an Under Secretary notes direct to a Secretary or a Deputy Secretary direct to a Member. This, however, should be more than offset by the advantages it secures in maintaining unified control and in preventing Secretaries and Members from being troubled with cases which a Deputy Secretary or Secretary respectively could settle. If the full benefits of the proposed organisation are to be obtained it is essential that officers of all ranks should be encouraged to take responsibility in settling minor cases without submitting them to higher authority and that no cases should reach a Secretary or Member except those of real importance.

72. It will be noted that as regards the grade of officer next below the Deputy Secretary the arrangement described above will do away with the undoubted disadvantages which result from the present system under which almost all the responsible officers of a Department are mere birds of passage, and practically the whole of the permanent traditions of the Department are the exclusive possession of the office Establishment. We do not propose to disturb the present system under which the posts of Secretary and Deputy Secretary are temporary, since we fear that the disadvantage of cutting off the Secretariat from living contact with the higher administrative work of the provinces would in the long run outweigh the immediate advantage gained through rendering these officers permanent. But we are disposed to think that their present term of office (three years) is unduly short and that it might with

advantage be extended to four years. The only serious argument against this extension that has been put to us is that under the changed conditions it would take longer to get rid of an inefficient Secretary or Deputy Secretary. We do not, however, attach importance to this objection, as we consider that it ought to be possible at any stage to return to administrative work an officer who after trial proves less suited for the very different requirements of the Imperial Secretariat, without casting any slur on his capacity for administration.

As will be seen below, we contemplate arrangements under which Indian Civil Servants of the age and standing corresponding to that of junior Under Secretaries will still have an opportunity of gaining experience and training in the Secretariat though not, as at present, as a separate grade in the official hierarchy.

73. The proposals made above will result in a considerable addition to the number of Deputy Secretaries, and while this will 24 to some / extent be offset by ~~the~~ the ~~discontin~~ discontinuance of "Joint" or "Additional" Secretaries, it will no doubt involve an increased charge for the salaries of the higher responsible officers. We consider that such an increase in the higher staff is absolutely necessary if the Secretariat is to play its proper part, and in particular if it is to be made capable of responding to the larger and changing demands which in our opinion are certain to be made upon it. The higher Secretariat officers are the ~~my~~ official advisers of Government on administrative problems and policy; but it is hopeless to expect them to perform this task adequately if they are habitually tied to their desks, and "snowed under" by a perpetual succession of current papers, with no sufficient time to tour, or to maintain direct contact with the unofficial world ~~and~~ and without the necessary leisure to study the larger problems of policy especially in their earlier stages.

In spite of the individual capacity and energy of most of the higher officials of the Secretariat, it is obvious that under present conditions many of them are overburdened with current work, and when, as frequently happens, their ranks are depleted by absence of members on leave or special duty or through sickness there is no margin to enable the Department to be carried on without serious prejudice to its efficiency. It is our considered opinion that the present insufficient provision of senior officers in the more hard worked Departments is more responsible than ~~any~~ any other single cause for the delays in procedure which it has been our duty to investigate.

We therefore regard this particular proposal as of cardinal importance, and we venture to couple with it the recommendation that no restriction should be placed on the discretion of the Member in charge of a Department in authorising any of his higher officers to tour.

(Utilisation of services of retired
Officials and business men for
Special ~~mx~~ work in India.)

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74. There is one difference between the conditions of Indian and Home administration which strikes an observer fresh from the United Kingdom very forcibly, viz, the almost entire absence in India of the experienced retired official who in the United Kingdom is readily available and admirably suited to undertake special work for Government, e.g; to serve as Chairman or Member of a Commission or Committee to conduct some particular inquiry. Former members of the Indian Civil Service and other Imperial Services would in some ways be even better suited for such work than the corresponding officials of the Home Civil Service, since they retire at an earlier age and have frequently passed through a more varied experience. It is only natural that

such of these officers as were born in the United Kingdom should look to return to the land of their birth as soon as they are released from official work. The result however to the interests of higher administration in India is very serious. We have been struck with the great difficulty experienced by the Government of India in manning its Committees or in ~~services~~ finding qualified representatives to undertake special services without depleting the active staff of the Departments and thus impeding, public business. Though the gradual increase of the Indian born element in the higher public services may ultimately diminish the difficulty, this remedy will only operate very slowly.

We believe that a large number of retired members of the Public Services would willingly respond to an invitation from the Government of India to return temporarily for the purpose of some specific work of the kind indicated above; and we think that the utilisation of the experience of these, especially during the first few years of their retirement, would be of great advantage to Government, and would materially relieve the pressure on the Departments.

We are not suggesting that the Government of India should have any legal claim on the services of retired officials, but we think that in order that the above recommendations may bear fruit, it would be useful if a register were kept (by the Home Department or possibly by the India ~~Office~~ Office) of the names and addresses of officers of the Imperial Services of certain status and qualifications who have retired within (say) the previous five years and who on retirement have intimated their willingness to be considered for occasional employment of the kind referred to above.

We believe similarly that there are many capable business men who have retired from work in India who would be able and willing, if approached by Government, to return to India to serve on special Committees or Commissions / or to undertake other work of a similar kind, and that advantage would result from the utilisation of the services of such men.

(Procedure in disposal of cases
by Officers.)
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75. As regards the actual procedure for disposing of cases, we have received strong representations in favour of the more general adoption of the method of personal interview and verbal consultations between officers in place of writing notes on the file. In some cases officers who have had an opportunity of serving in Departments both in India and at Home have expressed a preference for the English practice in which personal discussions play a much more important part. We agree as to the great value of verbal consultations in shortening procedure and we are inclined to think that its advantages are becoming more and more appreciated in the Imperial Secretariat. We desire to express the strong hope and belief that this process will continue; but, with the exception noted below, we do not see our way to any definite recommendation for the alteration of the Rules of Business or Secretariat Instructions which will assist in attaining this end. In this connection, it is necessary to remember the great differences in habit of mind and aptitude for various modes of transacting business which are presented even by men of first class business capacity. Some are temperamentally averse from reading files or writing memoranda, while they are able swiftly to arrive at sound decisions by personal discussions.

Others, of no less ability, find it easier and speedier to pass orders on a written case than to gather the contents of a file and come to a decision thereon from verbal explanations. In these circumstances, it is hopeless to expect that any one system of intercourse between Secretaries and Members and between Deputy Secretaries and Secretaries can be made to prevail in practice to the permanent exclusion of any other. The most that we can suggest is that in all cases Members and Secretaries should set aside certain days and hours~~xx~~ every week for personal interviews with the Secretaries and Deputy Secretaries respectively with a view to the discussion and speed~~y~~ disposal of business. We think that this practice might well be enjoined in a new Rule in the Secretariat Instructions and we have accordingly drafted such a Rule (see Appendix C).

(Private Secretaries to Members of Council.)

76. The pressure of work ~~ix~~ on Members of Council seems to us likely to be increased in the near future owing to the operation of the Reforms Scheme. A greater proportion of their time will probably be occupied with general Indian affairs, including the work both of the Executive Council and of the Legislature, as compared with purely departmental business. In considering delays of procedure we have, therefore, to face the fact that in future Departments will have to be content with a diminished share of the time ~~of~~ the Member in charge. In order to meet this situation we urge very strongly that every Member of Council who ~~xxx~~ desire^{it} should be provided with the services of an official Private Secretary drawn from the Indian Civil Service. To those of us who are more familiar with English than with Indian practice, it is a matter of some surprise that this step has not been taken long ago, aware as they

are from experience of the great relief and assistance which can be rendered to the Chief of a Department by a carefully selected Private Secretary. The Private Secretary should be capable not only of making routine and personal arrangements, interviewing visitors, protecting his Chief from untimely intrusions, and the like, but also of saving his Chief's time by bringing to his notice papers that require immediate consideration and relieving him from the necessity of studying masses of unimportant communications dealing with matters in which he has little or no interest. To ensure these results ~~xx~~ the Private Secretary, however junior he may be, must be regarded by the Secretariat as the Chief's personal representative and ambassador, thus securing right of direct access to the senior officers both in his own and other Departments. It follows that he must be a man fitted to enjoy such rights of access by his upbringing, liberal education, and general outlook, and for this reason and also from the fact that the Private Secretaries if they are to be of full value to the Members must necessarily have access to material of a highly confidential character, we think it necessary to stipulate that the Members' Private Secretaries should be drawn exclusively from the Indian Civil Service. We think that the posts might suitably be filled by Indian Civilians of from four to five years' standing, and that their period of service as /Private Secretary should, as a rule, be limited to two years. The experience thus gained in ~~the~~ departmental questions and methods will, we consider, be of great value to the officer if at a future date he returns to the Secretariat as Deputy Secretary.

(Special case of the Finance
Department Under Secretary.)
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77. From our proposal to abolish the Under Secretaries there is one exception to be made. It has been strongly represented to us that the Under Secretaryship in the Finance Department is practically the only appointment in India which gives an opportunity to an Indian Civilian in the earlier years of his service in gain an acquaintance with what may be called pure finance, viz., such questions as Currency, Exchange, Loans and Banking. These questions, we need scarcely emphasise, are becoming of greater importance and complexity every year and a knowledge of them is an indispensable qualification for the post of Secretary in the Finance Department. The Deputy Secretary in this Department at present deals almost exclusively with expenditure work, and we doubt whether the suggested Private Secretary to the Finance Member would obtain a training in pure finance so much as in general work of a less technical kind. Neither of these officers therefore will obtain the necessary experience in pure finance. The ~~Member~~ Under Secretary, however, has opportunities of seeing and interesting himself in these subjects and the normal course of events in the past has been for selected Under Secretaries to pass on to an Assistant Accountant Generalship or Accountant Generalship and to qualify eventually for the higher posts in the Finance Department. We think, therefore, that unless and until some method of training junior Indian Civilians in this class of work can be found, it is desirable to retain the post of Under Secretary in this Department.

(Relations of heads of Attached
Offices to the Departments.)
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78. In connection with the procedure of the higher

Secretariat a proposal has been made to us that heads of Attached Offices should in future note direct to the Secretary of the Department. It is already an established practice that heads of Attached Offices work largely in direct oral consultation with the Secretary and Member. The proposal that they should note direct to the Secretary has its origin partly no doubt in the reluctance of officers who occupy the position of heads of Departments, to have their proposals ^{criticised} ~~criticised~~ by the office and by the Under Secretaries; but it is also based on the ground that its adoption would often make for expedition, and on this ground we give it our support. Many of the cases, such as establishment cases, coming from the Attached Offices are, however, of considerable complexity. It is clearly necessary that the Secretary should avail himself freely of the assistance of any members of his staff in having such cases examined. The office notes should, however, normally be treated as routine and should not appear on the main file.

79. We also recommend that heads of Attached Offices should be allowed to correspond on technical matters direct with Departments other than that to which they are directly subordinate. For instance, on questions of educational or financial statistics, the Director of Statistics should be allowed to note direct to the Education or Finance Department instead of passing the file through the Commerce and Industry Department. The only qualification we desire to make is that this right of direct correspondence with outside Departments should not extend to questions involving any large commitments for new work or expenditure on the part of the Attached Office. Such questions should be referred through the Department to which the Attached Office is subordinate.

80. It has been represented to us by the Comptroller and Auditor General that the business of the Government of India might be expedited by certain modifications in the organisation and procedure of his own Department and a readjustment of its relation to the Finance Member. We are of opinion that the Indian Finance Department is not an Attached Office within the meaning of our reference, and we are therefore precluded from investigating its internal arrangements. But if in the judgment of so competent an authority as the Comptroller and Auditor General substantial delays of the business of the Secretariat result from remediable defects in the constitution or status of his Department or in its relations with the Government of India, it seems to us clear/that the question raised ought to be carefully investigated by the proper authorities.

(The Board method of Procedure).

81. We desire here briefly to refer to the Board method of procedure which is illustrated in the Government of India by the Railway Board and the Indian Munitions Board. This form of organisation implies the appointment of one or more high officers, above the Secretary, charged with definite functions and responsibilities for particular branches of work, and subject to the supreme authority of the President of the Board or Member in charge of the Department. They meet periodically as a Board to discuss the larger questions of policy. The advantages of this organisation are that it relieves the head of the Department of all but the most important work and enables a responsible officer or officers, representing the Department, to tour freely, supervise outlying centres of work and obtain information on the problems with which the Department has to deal. The possible disadvantages of the system are equally apparent. Its successful working depends largely on the personality of the Members of the Board.

It also tends to diminish the authority and responsibility of the Secretary in the Department. We are not prepared on the information before us to recommend a general extension of this system to the ordinary Civil Departments of the Government of India, but the possibility of introducing it in special circumstances, when they arise, should be kept in mind. It is a form of organisation particularly suitable for technical Departments which have much executive as opposed to deliberative work, such as the proposed Board of Industries and Munitions.

(References to the Executive Council).

82. References to the Executive Council form a very important stage in the procedure for obtaining decisions on many of the more important cases dealt with by the Departments. Orders of the Government of India must be made by the Governor General in Council or by some officer to whom, either expressly or by implication, the necessary powers have been delegated. It follows that all questions involving issues of policy are liable to be referred to the Executive Council for decision, and in examining the possible causes of delay in procedure in Civil Secretariats, it is necessary to consider how far any avoidable delay arises in practice either through an excessive number of references of comparatively minor questions, or through the procedure adopted for obtaining a decision on matters so referred.

83. As regards the former point, viz., the number of references to Council, it has been represented to us that cases are sometimes referred to the Council which could properly be settled by departmental methods, and if this is so it is obviously a cause of delay. The point, however, is one which it is difficult to deal with effectively by any alteration in the Rules of Business. The present practice

is briefly that the head of the Department concerned uses his discretion as to the necessity of submitting any case to the Viceroy, unless it involves a difference between Departments or with a Provincial Government or necessitates a reference to the Secretary of State. The Viceroy in turn exercises his discretion as to the necessity of submitting the matter to his Council subject to certain limitations prescribed in the Rules of Business. The present rules which govern the matter prescribe in effect that cases in which Departments differ, or in which the Governor General differs from the Department concerned, or in which it is proposed to legislate or to send a despatch to the Secretary of State, must generally speaking be circulated to Members of Council. In other cases the Governor General determines "whether and when a case shall be brought before a meeting of Council" (Rules 19 of the Rules of Business). It has been suggested to us that the language of this Rule as interpreted in practice creates an undue presumption in favour of circulating cases to Council unless there be a reason to the contrary, whereas it is contended that the presumption should be in the other direction, viz., the settlement by consent between the Governor General and the Departments concerned of all questions (other than those specially referred to above) which do not raise large issues of policy. We have no sufficient means of forming an independent opinion whether in fact the effect of the present Rule is as suggested, but it is clear that the Council method of dealing with cases is necessarily a slow one, and that in the interests of despatch of business it should only be resorted to in really important cases.

We are therefore disposed to suggest that the words above quoted from Rule 19 should be modified so as to read as follows:--"Will make the necessary order unless he considers it necessary to bring the case before a meeting of Council, in which even he will determine when the case shall be so brought before Council, etc., etc. (as in Rule)."

84. It is necessary, however, to guard against the possible danger that under the operation of the amended Rule Members of Council may tend to lose their grip on the business of Government through receiving insufficient information of the course of important departmental proceedings. This is no reason for saddling the Council with the discussion and settlement of questions that can properly be dealt with departmentally, but we are inclined to think that there is a case for supplying Members of Council periodically for their information with a brief summary of the more important current proceedings of Departments--especially those which have been settled by orders of the Governor General.

We may add that the adoption of the recommendation made in paragraph 95 together with the expected diminution in the number of cases referred to the Secretary of State will decrease pro tanto the number of cases circulated to Council.

85. As regards the second point, viz., the procedure adopted for circulating cases to Council, we are of opinion that the present system is unsatisfactory, both in causing unnecessary delay and in giving insufficient opportunity to the Members to study the cases before the meeting of Council. The existing method (which more or less follows the Rules of Business) is to circulate the file to Members in order of seniority, each Member noting his opinion successively on the file. When this process is complete the file returns to

the originating Department, where the Secretary examines the notes and advises the Viceroy whether there is substantial unanimity, or whether there is such divergence of opinion as to require the case to go to Council. In the latter event we understand that the originating Department selects and distributes copies of the relevant papers to all the Members, together with prints of the Members' notes, before the Council meets.

86. Under this system if the file starts on its rounds on Monday (a very usual day), it is clear that it cannot return to the originating Department by Thursday (so as to give the minimum time required for the completion of the above mentioned procedure before the Council meeting on Friday) on an average each Member of Council retains the file more than half a day. As a matter of fact the rate of progress of the file is very irregular: it arrives at a Member's house at no fixed or convenient day or hour, but at a time determined by the degree of interest taken in the case by the Members through whose hands it has already passed and by the other pre-occupations of those Members at the time when the box happened to arrive at their respective houses. A conscientious Member must be continually confronted with the dilemma whether it is his duty to make himself acquainted with the contents of the file at the cost of holding up business, or on the other hand to expedite business by sending it on promptly without more than a very superficial examination. In either even public interests must suffer. We have no statistics of the proportion of cases which are actually decided by Council within the week in which the file has first been put into circulation, but it is inevitable that either the percentage is small or that many cases must be

finally discussed in Council on a somewhat meagre acquaintance with the papers.

87. We are strongly of opinion that the Secretariat Instructions should be altered so as to prescribe that in all ordinary cases circulation of papers to Members of Council should be simultaneous and not successive. If this change be adopted there seems no reason why such cases should not be normally disposed of by Council within the week in which circulation takes place, while all Members would have an ample and equal time to consider them beforehand. Naturally this system would preclude the circulation of the / actual file though any Member would be at liberty to ask to see it if he so desired. Any Member might also be at liberty to note that he desired to reserve his opinion until he had seen the note of any specified Member. This would meet the only serious argument which has been used to us in favour of the present system, viz., that it enables a Member (or, to be precise, a Member who receives the file late in the order of circulation) to see the opinions of his colleagues before expressing his own. How far this is a real advantage we do not attempt to decide, but in so far as this is the case the system we propose will make it possible for all Members alike to secure the same advantage if they so desire. If papers simultaneously circulated on Monday were returned to the Secretary of the originating Department by Wednesday evening, Members would on an average have had at least four times as long to study them as at present. The Members of Council, would send the papers with their note to the Secretary of the originating Department who would before the meeting of Council return the papers to each Member together with copies of all notes recorded. The selection of the relevant papers for circulation would as now be left to the discretion of the Department, but it should be an invariable rule that, either in the form

of a draft despatch, or of a specially prepared memorandum, or of the Secretary's or Member's note on the papers, a

clear, succinct and self-contained summary of the case should be placed on the top of the papers circulated. The adoption of the system proposed while it would, in our opinion, greatly expedite and improve procedure in the great majority of ordinary cases, would not be incompatible with the occasional circulation of a file in the present manner if exceptional circumstances made this desirable.

88. As regards the actual procedure at Council meetings we do not think ourselves competent to make any useful suggestions. We are glad to observe that the permanent Secretariat building at Delhi contains adequate accommodation for the inclusion of an Executive Council Chamber within the building. This arrangement which we strongly recommend will greatly economise the time of Secretaries who will be able to continue working in their rooms until summoned to the Council in connection with any particular case, instead of having as at present to spend the greater part of Friday mornings waiting in an ante-room for the business in which they are interested to come on. It seems well worth considering whether some arrangement is possible to secure similar advantages at Simla.

89. It has been represented to us that the Rules of Business relating to meetings of the Executive Council require amendment in two respects in order to expedite the disposal of business: (a) there is no provision for adjournment, (b) there is insufficient provision for the continuance of the ordinary weekly meetings of Council when the Viceroy is absent (say on tour). Although we do not understand that the first point has as yet given rise to any practical difficulty it would probably be well in any revision of the Rules to put the matter right. As regards the second

point it should be explained that while the Government of India Act, 1915, makes provision (Section 42) with regard to the Chairmanship of any meetings held in the Viceroy's absence there is no special provision in the Rules of Business for the periodic convening of such meetings. We understand that the present practice during the Viceroy's absence on tour is to hold informal meetings of such Members of Council as are available at headquarters but such meetings are not of course meetings of Council within the meaning of the Rules and they cannot take binding decisions. If it be desired to provide for the regular holding of Council meetings in such circumstances an alteration in the Rules would seem necessary. In any new Rule made for the purpose it would probably be desirable in order to preserve the Governor General's authority, to provide that the Vice-President shall act under his directions, either general or special, with regard to the subjects or classes of subjects to be dealt with at Council meetings during his absence. Subject to this safeguard we suggest that the question of providing for the holding of Council meetings at regular and suitable intervals during the Viceroy's absence on tour should be carefully considered by the Governor General in Council. We have conclusive evidence that the absence of some provision for this purpose results at present in appreciable delay in the disposal of business and this difficulty will probably be a growing one since the length / and frequent of the Viceroy's absences on tour are likely to increase rather than decrease in future.

(C) EXTERNAL REFERENCES.

90. We have already dealt (in paragraphs 82-89) with references to the Executive Council. In this section of our Report we propose to deal with the external relations of Departments, that is with references--

- (a) to the Secretary of State,
- (b) to Local Governments, and
- (c) from one Department of the Government of India to another Department.

(References to the Secretary of State.)

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91. The elimination of a large number of the minor references now made to the Secretary of State will follow automatically from the practical relaxation, now contemplated, of his control in financial matters. The general principles which will govern the proposed relaxation of the Secretary of State's financial control are under discussion independently and we have satisfied ourselves that the detailed redrafting of the financial rules thereby necessitated is, so far as is practicable in present circumstances, well in hand. We think it may be useful to indicate the main lines on which, as we understand, relaxation of the Secretary of State's financial control is being proposed (although the proposals have not yet been formally adopted by the Government of India), since the reduction of work which should follow from these proposals is a matter with which our Committee is intimately concerned.

92. Under a Rule in Clause IX of the Main Audit Resolution the Controller and Auditor General is allowed to waive references to the Secretary of State in certain cases. The Rule of present runs as follows:--

"The Auditor General may dispense with a reference to the Secretary of State, otherwise required by these rules, in certain cases where the expenditure is small in itself or in comparison with the spending powers of the Government of India in directions of a similar character, and a breach of the letter rather than the spirit of the Audit Resolution is involved by not obtaining the Secretary of State's sanction."

We learn that it is proposed that the rule should omit all mention of the amount of the expenditure and that the Auditor General should be given a free hand to waive references where, in his opinion, the expenditure does not violate the spirit of the Regulations. From the point of view of expediting business we should welcome the adoption of this proposal to increase the powers of the Auditor General.

93. We understand that questions relating to Railway and Military expenditure will be investigated by separate Committees which are being constituted and these questions have so far not been included in the proposals to which we refer. The portions of the Audit Resolution regarding which proposals have been made fall broadly into the following classes:--

- (1) expenditure connected with the Public Services;
- (2) expenditure in connection with individuals
not in the service of Government,
and outside bodies such as Local
Boards and charitable institutions; and
- (3) expenditure on public works.

First, with regard to the Public Services, we understand that it is proposed to make a distinction between the "Indian" Services (corresponding roughly to the existing Imperial Services) and other Services, and that the

Secretary of State should be referred to only when the "Indian" Services are affected or where the expenditure on the other Services is very high, thus reducing a large number of references concerning the Provincial and Subordinate Services. By a new rule regarding duty allowances also it is proposed to increase the Government of India's powers of granting increased remuneration to officers in the "Indian" Services. We have traced eighteen despatches in one year relating solely to such duty allowances. It is proposed to give to the Government of India increased powers to sanction temporary appointments, to / give them full powers regarding honoraria, and to raise the limits of sanction in certain cases relating to grants of land and pensions of Government officers.

Second, practically full powers have been suggested for the Government of India as regards expenditure connected with individuals not in the service of Government, while much higher limits have been suggested for their powers in connection with expenditure on outside bodies, such as Local Boards and charitable institutions.

Third, it is proposed that the existing powers of sanction of the Government of India on Civil Works and Irrigation Works, both those financed from revenue and those financed from loans, should be largely increased.

94. It is obvious that if these proposals are agreed to there will be a great reduction in the number of references to the Secretary ~~in~~ of State. We are not, of course, in a position to judge of all the details, but we desire emphatically to record our opinion that the adoption of proposals on these general lines, if

expedite business.

95. Turning from the subject-matter of the references to the Secretary of State to their form, we consider that the present system of communication is capable of some improvement. Secretaries to the Government of India should, ^{we} consider, be allowed to communicate more freely on matters of detail with the India Office than has been the case in the past. The present procedure is laid down in rule 34 of the Secretariat Instructions which reads as follows:--

"Letters shall be sent by the Secretaries in the Departments to the India Office in place of despatches in the following classes of cases subject, however, to the understanding that only purely formal business may be so dealt with:--

- (a) the submission of papers, without comment
or expression of the views of the
Government of India beyond that
contained in the papers themselves,
for the information or orders of the
Secretary of State;

- (b) purely routine and unimportant matters."

The effect of the extreme stringency of this rule is that matters of quite trifling importance have to be included in despatches with all the formality of circulation and signature by Members of Council. On the other hand, matters of importance can be dealt with by telegram under the orders of the Secretary and Member of a Department, without circulation to Members of Council. We consider that rule 34 of the

Secretariat Instructions should be relaxed to permit of Secretaries addressing official communications to the Secretary of State on matters of detail which need not be circulated to Members of Council or form the subject of formal despatches. Discretion would have to be left to Secretaries and Members in charge of Departments as to what matters they consider of sufficient importance to make the subject of a despatch. In view of the freedom which they already enjoy in regard to telegraphic communication, we consider that the discretion in selecting subjects for official letters may safely be left to them.

In Appendix C we suggest a redraft of rule 34 of the Secretariat Instructions to give effect to this proposal.

(Circulation to Members of telegrams
despatched to or received from the
Secretary of State.)

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96. There is one anomaly in the rules relating to correspondence with the Secretary of State to which we desire to draw attention. Whereas the Secretariat Instructions (Rules 25 et seq.) provide for the circulation to the Members of Council of all despatches issued to or received from the Secretary of State, the rule regarding telegrams provides only for the circulation in draft, or in urgent cases after issue, with the permission of the Governor General, of telegrams to the Secretary of State relating to matters of grave public policy; and no provision at all is made for the circulation to Members of telegrams received from him.

We consider that the decision whether or not any particular communication should be circulated to Members for their information ought to depend on its contents and not on the method by which it is transmitted, though we fully recognise that considerations of urgency (which naturally apply much more to telegrams than to postal despatches) may frequently make it inadvisable to delay issue until after circulation. The present rule therefore needs to be revised so as to

32 provide for the distribution to / Members of Council for their information of copies of (1) all telegrams from the Government of India to the Secretary of State which, if they had been sent by post, would have been treated as despatches, (2) all telegraphic replies from the Secretary of State to despatches signed by Members of Council, and (3) all other official telegrams from the Secretary of State dealing with matters of grave public importance. This recommendation is to be read with our proposal in the preceding paragraph to dispense with the signatures of Members of Council to official communications addressed by the Government of India to the Secretary of State on matters of minor importance. We do not suggest altering the provisions of the rule regarding circulation of telegrams before issue, but we suggest that copies of all important telegrams to the Secretary of State should invariably be circulated to the Members of Council either before or after issue and that the duty of selecting such telegrams be imposed on the Secretary in each Department, who will, if necessary, consult his Member. It should also be the duty of the Secretary to circulate to the Members of Council copies of all

important telegrams as defined above which have been received from the Secretary of State.

We suggest a redraft of Rule 24 of the Secretariat Instructions to give effect to this proposal (see Appendix C).

(Procedure in issue of references to
the Secretary of State involving
sanction to expenditure.)

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97. There is one further matter of procedure connected with references to the Secretary of State in which we recommend a modification of existing practice. All references to the Secretary of State which require his specific sanction under financial rules have at present to be issued by the Finance Department. It is frequently the case that the point requiring financial sanction is relatively unimportant in comparison with the administrative questions involved, sometimes a very minor point in a big scheme of departmental reorganisation. The Administrative Department does in fact draft the despatch or telegram, and sends it to the Finance Department for approval and issue. The result is likely to be considerably greater delay than would occur if the Administrative Department itself issued it. Apart from the fact that the detailed wording of a despatch will probably be subject to greater scrutiny by the Finance Department when the latter has to adopt it as its own, the actual operation of the issue of despatches, often containing long and technical enclosures, occupies quite an appreciable time; and this business, which at present congests the Finance Department, is much more likely to be expeditiously handled by the Department

directly interested in the principal subject-matter. We find that the present practice is based on the orders of the Secretary of State conveyed in 1864 and reaffirmed in 1874. The object evidently is that the Secretary of State should have an assurance that all proposals involving expenditure which are submitted to him have been scrutinised by the Department of the Government of India responsible for the administration of the finances. The procedure has been challenged since then on more than one occasion, but has, it appears, been maintained in order to ensure, first, that the necessity of reference to the Finance Department has not been overlooked; second, that there has been no misunderstanding on the part of the Administrative Department in regard to any conditions or limits which the Finance Department has proposed; and third, to enable the Finance Department to have in a convenient form a complete and up-to-date record of all expenditure proposals made to the Secretary of State and of his orders on them. We do not wish to underrate the importance of these arguments, but we believe that the same results could be secured without the actual issue of the despatch or telegram by the Finance Department. The draft should, as at present, be referred to that Department, and after its return the Administrative Department should not be authorised to make any material alteration in the wording of the financial proposals which have been approved. A copy of the despatch or telegram should be sent by the Administrative Department to the Finance Department for record. We therefore strongly recommend that, subject to the above conditions, references to the Secretary of State involving sanctions to expenditure, in which the financial aspect of the

reference is relatively unimportant, should be issued by the Administrative Department concerned.

(References to Local Governments.)

98. The first impediment to the prompt disposal of nearly all the larger questions with which the Government of India have to deal is the necessity of referring them to Local Governments. Such references, we recognise,
 33 are in/most cases essential; nor do we regard with favour the general adoption of any of the short cuts which have been from time to time suggested for reducing them. We consider that in certain limited classes of questions circular references to Local Governments can be avoided by one of two methods:--

(a) By sending a duly qualified representative of the Government of India to the various Local Governments to discuss with them on the spot the questions at issue. This method was adopted with advantage recently in the discussions arising out of the report of the Indian Industries Commission.

(b) By inviting to headquarters duly empowered representatives of Local Governments. The scope of this second method must, however, be limited to questions where the issues are clearly defined and where Local Governments are prepared to send their representatives with sufficient authority to arrive at a decision. Otherwise, there is likely to be waste of time instead of expedition.

99. In the majority of cases the present method of addressing Local Governments by circular letter must continue, though we think that reference on general questions should ordinarily be confined to the major Local Governments and Administrations, and references on special questions to those Governments which are principally affected by them. At present, references are regularly made to minor Governments such as the North-West Frontier Province, Delhi, Coorg, etc., on questions in which they are hardly or not at all concerned.

100. One cause of delay in replying to references from the Government of India has been that Local Governments have been in the habit of consulting too large a number of subordinate officers, with the result that their replies have been delayed and the Government of India have been presented with a mass of opinions many of which could be of little value. Action has already been taken in the Home Department's circular letter No. 747-Public, dated the 9th June 1919, to suggest to Local Governments the desirability of confining their references (as some of them do already) to a

limited number of selected individuals and bodies. With this suggestion we cordially agree not only for the purpose of expediting the disposal of Government of India business, but also with a view to relieving overburdened provincial officers from a mass of references on which they are unlikely to be in a position to offer useful observations. For these reasons we recommend that the effect of the Home Department circular be carefully watched.

It is already customary in almost all references to Local Governments for a date to be fixed by which

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should be received. This date will naturally vary with the urgency or complexity of the reference. We think that the further procedure to be followed in the Government of India on the expiry of the time limit should be definitely prescribed by a Rule of Business. A new Rule of Business carrying out the above suggestions will be found in Appendix C.

(Inter-departmental references.)

101. However carefully the functions of Departments are allocated among them it will always be found that a considerable proportion of the cases which come before any given Department cannot be disposed of without reference to one or more other Departments which have an interest in certain aspects of the case. It is obvious therefore that no reform of procedure can possibly do away with the practice of inter-departmental references. We have, however, to consider whether avoidable delay arises in the civil Departments either from undue multiplication of inter-departmental references or from the character of the procedure by which such references are effected.

102. As regards the number of references, we think that unnecessary references will best be eliminated by providing that no case shall be referred to another Department except with the authority of a Deputy Secretary, and we make a recommendation accordingly. This however will not provide a remedy for the cases, which are probably numerous, in which reference to another Department, though required by long standing rules or practice, could under modern conditions be dispensed with without danger. We are clearly not in a position to lay down any hard and fast rules as to classes of cases / which should or should not continue to be referred to other Departments, but we think that consideration should be

given to this point by all Departments with a view to the relaxation of any unnecessary requirements. For example, a good many minor references to the Finance Department would be obviated if greater financial powers could be given to the Departments concerned. Where the financial powers of the Departments are subject to a maximum the rise in prices and wages which has occurred in recent years makes reconsideration of the maximum prima facie advisable, and there may be other classes of cases where it may be possible to dispense with the necessity of inter-departmental references.

103. The present procedure with regard to inter-departmental references depends on Rule 11 (1) of the Rules of Business, viz., "Every case, the subject of which concerns another Department shall, unless it is of extreme urgency, be referred for consideration to such Department before it is circulated to the Members or brought before a meeting of Council, and before any orders are issued."

The almost universal method of reference is to send the file to the other Departments where after examination in the Secretariat the necessary opinion is recorded on it. The file is then returned to the originating Department unless it has been also marked to other Departments in which case it will be circulated to these Departments and ultimately return to that from which the reference originally emanated. This practice is in sharp contrast to that which prevails in the United Kingdom where (as a general rule) files are not sent from one Department to another, but formal references take place by the transmission of written letters or memoranda while a large number of references are disposed of by personal discussions.

104. We consider that whatever be the relative merits of these two systems, there is everything to be said for the wider adoption in the Government of India of the method of consultation among Departments by means of personal discussion. Where only one Department has to be consulted, a personal conversation between two responsible officers, resulting in an agreed note on the file, would frequently greatly expedite business. If there is any doubt whether such informal consultation would satisfy the requirements of rule 11, we recommend that the terms of that rule should be altered so as to remove that doubt. (The terms of the modified rule suggested by us will be found in Appendix C.) But if the adoption of this method of personal discussion saves time in the case of consultation between two Departments, the saving is still more conspicuous where a number of Departments has an opportunity of familiarising itself with the case before the conference takes place and that the result of the meeting is properly recorded.

105. As regards those formal references which necessitate the transmission of papers we have considered the desirability of recommending the adoption of the English method of correspondence or written memoranda in place of the circulation of files. The arguments in favour of such a change are certainly not without weight. The transmission of the file in original to another Department no doubt saves labour at the moment in the originating Department. The Department, however, to which the file is addressed has frequently no clear indication as to the precise points on which it is being consulted, and consequently the whole file has to be examined in that Department.

Ultimately a departmental opinion is written on the file and passes with it into the custody of the originating Department, leaving no trace in the Department consulted unless copies of the notes are specially made for purpose of record. So long as the file remains with the second Department the first Department is of course deprived of the papers and is therefore unable to deal in the meantime with any aspects of the case with which the second Department is not concerned. Another questionable feature of the present system is that it discloses to the second Department not only all the relevant documents and notes, but also the opinions which may have been expressed by individual clerks or officers but subsequently over-ruled by their chiefs. But it is when several Departments have to be consulted that the weakness of the system of reference by circulation of the file is most / conspicuous.

35 Manifestly an office file can only go to one Department at a time and simultaneous consultation, with all the saving of time which it ensures, is impossible.

106. These defects are so grave that if we saw no other effectual remedy for them we should not hesitate to recommend the abolition of the present system. On the other hand, we are bound to report that with few exceptions the officials whose opinions we value have been strong adherents of the method of consultation by files rather than by correspondence. We must admit that it is more consonant with general Indian practice (under which, as we have noted elsewhere, Departments are more closely associated than is the case in England) that external Departments should be consulted by the same methods as those applied to other Branches of the same Department. Moreover, in spite of the serious defects to which we have called attention, there

is no doubt that in a large number of cases of reference the issue raised is clear and simple and is adequately explained by the last note on the file. If such cases cannot be settled by personal discussion, the reference of the file itself may well be the speediest mode of dealing with the matter and the drafting of a special letter or memorandum may be pure waste of time.

107. In these circumstances we put forward the following recommendations which we trust will remove the defects of the present system without radically altering the established practice:

(1) As indicated above we consider that, wherever possible, consultation of other Departments should be effected by personal interview between responsible officers of the Departments concerned. The result should be recorded on the file by a note agreed between those officers. Rule 11 (1) should be amended so as to make it clear that such consultation satisfies its requirements.

(2) No departmental file should be referred to another Department except by direction of an officer of the rank at least of Deputy Secretary.

(3) Any file referred as above should have attached to it a separate Form, of which a specimen is annexed to Appendix B, signed by the officer by whose direction the file is referred, specifying precisely the points on which the opinion of the other Department is sought, or which it is desired to bring to the attention of that Department.

(4) Before a file is sent to another Department the proposals should, whenever possible, be embodied in the form of a draft.

(5) Before a file is sent to another Department all routine notes should be removed.

(6) When it is necessary to consult more than one Department on a case such consultation should as a rule take place simultaneously. The only exceptions to this rule are cases in which the multiplication of the documents to be sent would involve an excessive expenditure of time and labour, or in which the occasion for consulting the second Department does not arise until the result of consulting some other Department is known. For example, it may be useless to consult the Public Works Department about plans for housing additional staff until it be known whether the Finance Department will authorise the necessary expenditure.

(7) Where simultaneous references are made to more than one Department, the file may, if desired, be sent to one of such Departments, communication with the other Departments being by written memorandum except in cases which can be disposed of by verbal consultation.

(8) Rule 14 of the Secretariat Instructions, which describes the procedure when a difference of opinion between Departments is disclosed, should be strengthened. Personal discussion should invariably take the place of further noting; and in any case where the two Members in charge of the Departments agree after personal discussion, the Secretaries should meet and put up a joint note giving the decision, after which there should be no further noting.

(D) ORGANISATION AND PROCEDURE OF THE OFFICE.

(Office Procedure, General Remarks).

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108. In approaching the question of detailed office procedure we are conscious of the great difficulty of our task. The characteristic procedure of the

36 Secretariat of the Government of India is not the result of any deliberate / or comprehensive plan, but has gradually grown up under the pressure of powerful forces, some of them peculiar to India and still in full operation. In ordinary circumstances, it would naturally be presumed that a procedure which had been thus evolved would be found the most suitable to Indian conditions and that it would therefore be ~~rash~~ as well as difficult to make any drastic change. In the present case, however, such a presumption is negatived by the fact that owing to causes which have been described in previous chapters, the offices have not hitherto been subject to any continuous and systematic supervision by responsible officers of broad outlook. We are not attributing any blame to individual officers on this account, as we have fully explained elsewhere the causes which have hitherto been ~~made~~ effective supervision difficult or impossible. But when we look into the details of office procedure we see everywhere the inevitable fruits of this want of supervision, coupled with the natural tendency of unsupervised subordinates to ~~con~~tinue mechanically carrying out instructions and rules after the circumstances which gave rise to them have changed. We have made a very careful and detailed examination of the actual working of the present procedure in selected offices and we have come to the conclusion that it needs ~~very~~ considerable modification and simplification to adapt it to modern requirements. Our principal recommendations for this purpose are given below, but we desire to say at the outset that our hopes of permanent and substantial improvement depend essentially on the adoption, concurrently with the changes in office procedure, of the two proposals which we have made elsewhere:--

- (1) for the improvement of office supervision through the strengthening of the staff of responsible officers and especially through the Assistant Secretaries (see paragraph 71).
- (2) for the appointment of an officer specially charged with supervising office procedure and ensuring its progressive improvement and adaptation to changing conditions (see paragraph 139).

We also wish to say that our criticisms on the system in no way imply censure on individuals; on the contrary, our remarks in a previous chapter on the capacity and devotion of the Secretariat staff apply to the office staff no less than to the responsible officers.

109. The details of our recommendations, many of which are somewhat technical, are incorporated in Appendix B. In the present chapter we only propose to draw attention to the more important of our proposals which involve substantial changes in the existing procedure. The main objects which we have kept in view have been to eliminate all steps in procedure which are shown to be superfluous or to fail in actual practice, and to substitute simpler and more effective means of attaining the desired end; to ensure that cases are placed before a responsible officer with the minimum

delay, and generally to bring the officers into much closer relations with the work of the office; to centralise the more mechanical operations of the office; to limit printed records to matters of permanent value; and to secure that the office indexes, which are the key to all use of files and records, are intelligently

compiled and automatically kept up to date.

(A Central Branch for Receipts
and Issues.)

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110. The first recommendation we have to make is that in those Departments where a separate Receipt and Issue Branch does not already exist, a special Branch should be constituted to deal with this section of procedure including all receipts and issues, typing, the arrangement of all matter for Press, proof-correction and comparison of final printed copies with originals. We are aware that a Central Issue Branch already exists in one or two Departments and in others it has been tried and abandoned. We feel convinced, however, that the advantages of the arrangement outweigh any possible disadvantages, and also that there are strong reasons for grouping in a single Branch the analogous operations connected with receipt and issue. The typists employed in a Central Issue Branch can be continuously employed, and arrangements for urgent work can be better regulated. The typists should be specialists at their work accustomed to the use of tabulators, able to prepare stencils, and ~~acquainted~~ ^{acquainted} with the working of the Roneo duplicator (which, where it exists at present, is as a general rule / not used). With more efficient typing the necessity for employing examiners to compare typed documents with originals will largely disappear. We suggest placing this Branch under a Registrar or Senior Superintendent directly responsible to an Assistant Secretary.

(File Number System.)

111. Our second recommendation is for the adoption of a continuous self-explanatory "File Number" for each file, in the place of fortuitous numbers for every document received and issued. This number should be the distinctive number of every document relating to that file which is received in or issues from the Department. A system of File numbers is already in use in the Revenue and Agriculture Department and the Indian Munitions Board, and has, we understand, proved satisfactory. Among the advantages of the system are that it simplifies the diarising and assists the rapid linking up of fresh receipts to their appropriate files; it facilitates indexing of correspondence at the time of receipt and enables files required for referencing to be promptly got out from the Record Rooms.

We consider it unnecessary to open a separate file for every letter on a fresh subject, however unimportant or ephemeral, as is usually done at present. Where a letter requires to be submitted for information only or admits of a clear cut reply which will end the correspondence and where the papers have no permanent value, any instructions can suitably be entered on the letter itself; and the letter, or the letter and reply, can be placed in a miscellaneous correspondence file in chronological order. Such files can be bound up at the end of a suitable period determined by facility of reference and handling.

112. We attach great importance to the immediate breaking up of receipts which deal with more than one subject, so that these can be handled independently. The necessary copies of the original receipt or extracts from it should be made at once and separate files started for each distinct subject. This will save

much time especially in cases in which some of the subjects can be readily disposed of while others require prolonged consideration.

(The File Bureau.)

113. We recommend that all work in each Branch relating to diarising, indexing, marking of progress and safe custody of files should be concentrated in a separate portion of the Branch. For convenience we refer to this portion as the File Bureau.

For the diary we suggest a simplified form which will be found in Appendix B.

(The Index.)

114. We consider it most important that the main work of indexing should be done at the time of receipt of correspondence and that there should be available in each Branch an automatic Index accurate and always up-to-date. It is also important that before files are recorded any important rulings or orders contained in the notes should be indexed. Files received from other Departments should, we consider, be included in the Index. This procedure coupled with the adoption of a system of distinctive File Numbers should reduce the necessity for the numerous requests now made for copies of notes recorded on files belonging to other Departments. The files themselves can readily be traced and obtained if required.

We have serious fault to find with the present system under which Indexes are not prepared until a file is being recorded (that is, in most cases until action has been completed) and under which their preparation is sometimes left to Lower Division Clerks. Not only are the present Indexes frequently inaccurate and misleading, but in October 1919, the time of our inspection, we found that the annual Indexes were not as a rule available for

a later year than 1917 and the monthly. Indexes were generally six months in arrears. This excessive delay was in part, but by no means wholly, due to pressure of work caused by the war. An up-to-date Index is impossible under the present system. As a consequence, before referencing current files the entries in the Diaries or the Record Registers or the memory of the Assistants dealing with the cases or special note books kept by individuals are usually relied on, and the Indexes on which so much labour is expended are comparatively little used.

38 The present system of indexing results in much of the information existing in files being lost. We regard correct indexing as the pivot on which successful referencing turns, and we therefore attach special importance to this work. It should be entrusted to a senior Assistant and, as will be seen from Appendix B, paragraph 20, we consider that the Assistant Secretary should also assist in the Proper selection of the subject headings for the Index. We have also recommended that all letters issuing from any Department of the Secretariat should bear at their head a short title stating their subject, and that the India Office, the Provincial Governments, all other official correspondents and Chambers of Commerce should be asked to adopt the same practice in their communications to the Government of India. The adoption of this recommendation should greatly reduce the work of preparing the Index subject headings which to a large extent will become automatic. It will carry with it the subsidiary advantage that any particular correspondence will be dealt with and indexed under the same title by all Departments of the Government of India and by all their official correspondents

and by Chambers of Commerce. The subject headings will also be a guide to the Despatch Clerk in distributing the correspondence to the Branches of his Department.

115. We consider that for the Government of India offices the greatest advantages are presented by the system of Card Indexes, and we give in Appendix B an outline of a Card Index system in order to illustrate the type of Index which we regard as most suitable for this purpose. We do not wish to exclude the possibility of other forms of Index--such as a loose leaf. Index, which is employed in some of the offices in England--- provided that it fulfils the necessary requirements of being readily workable and never in arrears.

The preparation of a printed Index from the Card Index, for whatever period it may be required, presents no difficulty and could, we believe, be completed within a few weeks. We recommend that a duplicate of the Card Index be kept for the purpose of preparing therefrom any book Index required.

(Early submission of receipts to officers.)

116. We attach great importance to the early submission of all receipts to an officer. The advantages of this procedure are that it enables the direction as to the correct handling of a question to be given at the beginning by the officer who will afterwards deal with it; it reduces the amount of noting and referencing required and may permit of simpler cases being disposed of by the officer at once without noting or referencing by the office being required at all. For this reason we recommend that, subject to the following paragraph, all receipts, except such as the Superintendent is empowered to deal with himself, should be submitted to

the Assistant Secretary by the File Keeper* at
(* See Paragraph 133.)

fixed hours on the day of receipt, the only operations performed before submission being the preliminary diarising and (so far as time permits) the entering of file numbers and indexing. The rule for submission of receipts at fixed hours would not apply to urgent or immediate receipts.

It will be the duty of the Assistant Secretary to give explicit directions on such receipts as he cannot dispose of himself as to the manner in which the receipt should be handled by the office and as to any referencing, noting, or drafting that may be required.

117. We have had considerable difficulty in deciding whether or not receipts should be linked up to previous papers before submission to the Assistant Secretary. We are all agreed that the present practice of delaying submission sometimes for several days until every previous paper and reference that can possibly be required has been searched for and attached requires to be radically altered. Some of us however consider that a possible short delay in submission in order to attach the previous papers of the current file would, except in very urgent cases, be amply compensated by the saving of time and trouble to the Assistant Secretary, who otherwise would, in a large number of cases, tend merely to refer back the receipt to the Branch in order ~~number of cases, tend merely to refer back the receipt to the branch in order~~ that previous papers should be attached. Those of us who take this view would limit the possible delay by strictly enforcing the rule that all receipts must be submitted to the Assistant Secretary with or without previous papers on the day of receipt. Some of our Members on the other hand consider that any linking

39

up of papers before submission will tend to delay the Assistant Secretary in issuing the necessary orders on such fresh receipts as have to be returned / to the office for action. As there is a divergence of view and as no question of principle is involved, we recommend that the adoption of either practice be optional at the outset, and that the operation of the two systems in different Departments be carefully watched by the Inspector whose appointment we recommend.

(Referencing and noting.)

118. Turning now to the work of the Assistants in the Branch in preparing cases for officers, we desire to refer briefly to the questions of referencing and noting.

We found a general consensus of opinion that the references put up are excessive, that references are put up in simple cases where no references are required and also that the state of the Indexes, to which we have already referred, impedes rapid and accurate referencing. We consider that references should not be put up unless the Assistant Secretary or higher officer concerned has indicated that this is necessary or the orders of the Superintendent in the Branch have been taken. Where references are put up they should be restricted to those actually required in dealing with the case. Where references to previous letters occur in the document under consideration, the files containing these letters should only be put up if required to elucidate the subject.

We rely, however, for the improvement and reduction of referencing mainly upon the guidance which will be given by the Assistant Secretary on first submission of receipts, upon the greater permanence of tenure which we hope to secure for the junior officers

of the Departments, particularly the Assistant Secretaries, who will themselves be better acquainted with precedents and the history of cases than Under Secretaries who are constantly changing, and upon the adoption of an up-to-date Index such as we have suggested.

We desire to mention in passing that the records kept in the office are not at present stored in the most accessible way while the Record Rooms are often at a considerable distance from the office where the records are used.

119. The question of excessive noting has been the subject of inquiry on several occasions. It is generally conceded that while the memorandum issued by Lord Curzon in 1899 has effected a certain reduction in office noting there are still considerable Possibilities in this direction, and our examination confirms this view. The rules in the present Secretariat Instructions are clear on this subject, but our examination shows that these rules are not being generally carried out. It is obvious that intelligent guidance from the Assistant Secretary as to the kind of note, if any, required will be much more likely to check useless or irrelevant noting than any hard and fast rule. Under the procedure which we recommend no office note will in future be prepared except by direction of an Assistant Secretary. While we think it desirable to encourage Assistants to show their capacity in noting concisely and intelligently on the cases with which they have to deal, we consider that more could be done personally by officers than is done at present to give proper directions in advance and to

enforce brevity and the elimination of precis of letters and narrative. It should be made clear to Assistants that no credit will be derived from noting at excessive length, but rather the contrary.

Whenever possible a draft letter or telegram should be substituted for office noting. It will obviously save much time if an officer receives a draft which he can accept with or without modification and so complete action. Where necessary an explanatory office note may be sent in with the draft, but the Assistant should have impressed on him the desirability of disposal at the earliest possible moment where the action required is sufficiently clear to permit of this.

(Checks on delay.)

120. In order to check delays in action and to keep trace of files on which for any reason action is in suspense, there exist already in different Departments a variety of Reminder Lists, Arrear Lists and Suspense and Await Lists. We have examined these different systems and we find that all of them labour under the disadvantage that it is necessary to fix a definite period on completion of which the check comes into operation irrespective of the special circumstances of the individual case. We believe that any mere mechanical submission of statements of arrears or pending cases at the end of a fixed period / must tend to defeat itself by leading to a like mechanical handling of these statements. Especially will this be so when week after week or month after month the statements include files which cannot possibly follow any fixed rules but perhaps occupy all the time that an officer can give them over a prolonged period. We recommend therefore the discontinuance of the present arrangements and in their place we have suggested a system, described in Appendix B, which will eliminate

unnecessary interim reminders and will make the reminder to be issued. The introduction of a "Movement Sheet" will also ensure that the point at which any delay in action has occurred can be ascertained at once without reference to the notes on the file.

(Service Stamps.)

121. The use of Service Stamps involves a considerable amount of labour in the office and we are doubtful whether the advantages secured by thier use are such as to compensate for that labour. We believe that it is admitted on all hands that there is a great waste of Service Stamps due to ~~ee~~ climate causes and the conditions under which they are kept in the offices; and while we have no reason to suspect dishonesty we are not satisfied that the checks maintained over the issue and use of the stamps would be effective in case of need. From our inquiries we are also satisfied that any estimate of the work done by the Department of Posts and Telegraphs for the various Departments of Government, based as at present on the value of service stamps issued, is inaccurate and misleading. We are aware that the discontinuance of Service Stamps has been considered more than once in the past, but we are not satisfied from a perusal of the notes recorded that the disadvantages of the present system were fully realised, or that the possibility of replacing the system by an equally efficient and less wasteful check was fully explored. We recommend that this question be reconsidered by the Government of India. In place of Service Stamps for telegrams we suggest the extension of the use of C.H.M.S. Telegraph forms to all Departments. Letters and postal packets

might, we suggest, be "franked" by means of a metal or rubber stamp which would reproduce the name of the Department and also some distinctive design associated with the Department. Should Service Stamps be retained, the manner both in which they are issued and in which they are kept in Departments requires serious attention and we should in any case recommend the alteration of the system of franking.

(Telegrams.)

122. During the past few years there has been a considerable increase in the use of telegrams in references to the Secretary of State, and we anticipate that this will continue in future. In order that the work in this connection should be efficiently handled and the load on telegraph lines and cables reduced to the minimum necessary we recommend that the question of compiling a new code for cable messages arranged on modern lines should be at once taken up with experts in London.

With reference to telegrams within India, we believe the general rule hitherto has been that unless these were of a secret nature they should be sent uncoded. This entirely overlooks the additional load which uncoded telegrams put on the telegraph system. During, recent periods of stress, the weight of ~~put-on-the telegraph-system.~~ ~~During-recent-periods~~ "priority" telegrams has blocked all private telegrams for hours and sometimes days. We recognise that the Civil Departments of Government are not the main cause. At the same time we believe they could assist materially

by making it the rule and not the exception to send all telegrams in code. We understand that in all large commercial houses telegraphing in India is done in code, and where the work of coding or decoding is done by a clerk accustomed to such work there is no appreciable delay either in receipt or issue.

Assuming that the last recommendation is accepted, we recommend the compilation of a suitable simple code at an early date. Already small codes do exist, (e.g., in the Commerce and Industry Department) and these should be amalgamated.

(Printing).

123. We find it impossible to lay down general rules as to what should and what should not be printed. The special conditions of Government in India to which we have already referred render necessary the printing and preservation of records to a greater extent than
41 in such countries as England. The/Indian system of printing all papers of which a permanent record is required has undoubted advantages: the printed records are far easier to handle and to assimilate than the manuscript files which are found in offices in England. At the same time our investigation convinces us that printing is carried much too far. Much is included which ought to be deleted in editing and many files are printed which are of no permanent value, and the preservation of which in manuscript for a suitable period would meet all reasonable requirements.

124. Where we believe the greatest and most useful reform can be effected is in the proper editing of notes (and in certain cases correspondence also) before files are sent to be printed. This applies to printing at any stage, either during the currency of the case or when it is completed. In either event we attach importance to our recommendations that no file should be printed at any stage except under the orders of an officer and that an officer of the standing of Assistant Secretary should always before sending to Press edit the file and cut out any notes or other matter which are not of permanent value. For instance, all notes and discussions leading up to a decision, when only the decision is of importance; all notes whether by an Assistant or by an officer which are shown by later noting to be incorrect, and all summaries of cases made when the file is circulated to other Departments should be deleted. All such superfluous matter not only congests the Press and makes for delay in printing but adds considerably to the labour of the officials who have to refer subsequently to the record. Our examination leads us to believe that the notes as at present printed are probably not less than double what is necessary.

125. In this connection we would note that in several of the files recorded and in progress of recording we found demi-official letters and notes bearing on the work and capabilities of officers. Even where it is necessary to circulate such papers, it would appear desirable that they should be treated as confidential and in no even should they remain on the file or be printed.

126. When the printed copies have been received and compared with the original--a check which we consider should never be omitted--one printed copy should be sent to the File Bureau of the Branch to which it belongs and the original with the remaining printed copies to the Record Room. We deprecate the practice which obtains in some Departments of storing the printed copies of files in the working office. It diminishes security of custody, encroaches on the working space and makes for general untidiness. The only argument which we have heard in favour of the present system is ease of access; but tests demonstrated that a printed copy could be obtained from the present badly located Record Rooms in two or three minutes. It may be necessary in certain Branches dealing with specially confidential work to enlarge the File Deposit in the Branch so as to contain printed copies, but we believe that even printed copies of this class would be more satisfactorily dealt with in a special section of the Record Room.

(The printed Indexes and Tables
of Contents.)

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127. If an up-to-date Index such as we have suggested be maintained we see no reason, from the point of view of the Departments, for the preparation of the present printed monthly and annual Indexes. It would suffice, we consider, if the printed Indexes were prepared triennially. This would save much labour and printing. We also doubt if the Tables of Contents prefixed both to printed and to certain unprinted files are in practice worth the labour expended on them.

(Requirements of the Secretary
of State.)

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128. We have, however, to consider the requirements not only of the Departments themselves but also of the Secretary of State to whom certain records are periodically submitted. These usually consist of Branch volumes of Monthly Proceedings, i.e., printed correspondence, with Index and Tables of Contents, and an annual combined Index for the Department as a whole. We are unaware what use is made of these records by the India Office; but we recommend that, subject to the concurrence of the Secretary of State:--

- (a) the combined departmental Index be printed triennially;
- (b) Monthly Branch Indexes be dispensed with; and
- (c) the preparation of all Tables of Contents both for printed and unprinted files be discontinued.

42 We may add, however, that the adoption of our main recommendations as to a Card Index would make it perfectly easy to supply the Secretary of State with printed Indexes in any form and for any period he may require, in the event of his considering it necessary that any of the Indexes which are no longer required by the Government of India should continue to be prepared for his use.

(Office hours.)

129. We have considered the question of the arrangement of office hours in its bearing on efficiency of procedure. We do not consider that it is within our reference to advise as to the general question of the proper length of the working day. We

have however observed that the nominal hours of beginning and ceasing work vary considerably among the different Departments, and also that these nominal hours bear little relation to the actual hours at which clerks reach and leave their offices. We think that it would be advisable to standardise the recognised hours and to adhere to them so far as the state of the work permits. After careful consideration we suggest that the recognised hours should be from 10 A.M., to 4-30 P.M. and that it should be the established practice that members of the office staff should arrive and leave punctually at those hours, unless of course there is some sufficient reason for detaining them later. At present they frequently stay at the office after hours quite unnecessarily, e.g., merely because some superior officer happens to remain late in the Department, although in fact he has no need of their services. We further recommend that in the Receipt and Issue Branch the clerk dealing with receipts should arrive at 9-30 (leaving at 4) and the clerk dealing with issues should arrive at 10-30 and leave at 5. If desired these clerks might be interchangeable, thus working the earlier and later hours in an alternate weeks or months. We consider that this arrangement will materially conduce to the efficiency of the office.

For the purpose of ensuring punctuality of attendance we recommend the institution of a Departmental Attendance Register on the lines suggested in Appendix B (paragraph 74). We see no reason why a similar Register should not be signed by officers, or at all events by officers below the grade of Secretary as in England; and though we recognise the practical difficulty of arranging for

this in the present temporary Secretariat Buildings at Delhi we think it advisable that it should be considered in connection with the new Secretariat Buildings at New Delhi. We are fully aware that the entries in the Register will give a very imperfect idea of the true hours of work of the higher officers, but an Officers' Attendance Register might nevertheless serve a useful purpose if only as an example to the subordinate establishment.

(Telephones.)

130. We notice that while officers are all supplied with telephones which are freely used in connection with their work, the use of telephones by the office staff is rather discouraged. In one Department we found the existing rule was as follows:--

"The telephone should not be used when the information required can, without inconvenience, be obtained by a demi-official reference. The use of the instrument should be strictly restricted to really urgent cases."

We believe a freer use of the telephone would expedite consultations between the officers and their office staff as also between Departments. We therefore recommend the installation of a telephone in every Branch. The instrument should be under the File Keeper and inquiries should be answered by him. These Branch telephones should be connected with an Exchange for the whole building, this Exchange having one or more trunk connections with the General Telephone Exchange.

This need not interfere with existing arrangements under which officers are in direct connection with the General Exchange, but it is essential that officers

should also be in direct telephone connection with the Departmental Exchange.

(Appendix B and its scope. Subjects not dealt with.)

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131. In the preceding outline of our main recommendations as to office procedure we have carefully avoided the insertion of excessive detail which might have obscured the main principles underlying our proposals. We have, however, elaborated these proposals in greater detail in Appendix B to our Report and have added a number of suggestions for modifications of the office procedure on minor matters. We do not
43 consider it possible or desirable to / prescribe a uniform procedure for all offices and we have ourselves deprecated over-reliance on stereotyped manuals of procedure. The recommendations made in Appendix B should be read subject to this qualification, and they will no doubt in some instances require adaptation and modification to suit the special conditions ~~in~~ of particular Departments. The necessary means for such adaptation are provided by the proposals made in the concluding chapter of our Report.

132. The subjects with which we have dealt in this chapter and in Appendix B, do not of course exhaust all questions of office procedure, our main object having been to frame recommendations and suggestions regarding the chief points which make for expedition. Among the subjects we have not touched may be mentioned:

- (1) the peon service generally and the question whether the number of peons allotted to Members, officers or Departments could be reduced;

- (2) the organisation and control of libraries
and the supply of reference books;
- (3) the reading and marking of newspapers;
- (4) the question of periodical statistics of
receipts, issues etc., relating to
work in the office;
- (5) the details of special procedure required for
handling secret or confidential
papers;
- (6) the special arrangements for receipt or
issue of registered letters;
- (7) the question of special office time and labour
saving appliances such as tabulators,
calculating machines etc.

As regards the first point we desire to support the recommendation of the Secretariat Establishments Committee that the Government of India should again consider the question of reducing the number of peons provided for attendance on officers and Members the scale of which appeared to that Committee to be excessive.

On some of the other points instructions already exist in office manuals and elsewhere, and we consider that in regard to all of them, as also in regard to any other questions of office procedure with which we have not dealt, it may be left to the departmental authorities concerned, assisted by the proposed Inspector of Office Procedure, to consider what modifications, if any, should be made in the existing arrangements as the result of the changes in procedure which we recommend.

(Effect of recommendations
regarding office procedure
on the office staff.)
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133. It is obvious that the adoption of our proposals regarding office procedure will have a far reaching effect upon the constitution of the office staff and upon the duties required of the various classes composing it. In an ordinary Branch of a Department there will be, as at present, a Superintendent in general charge with a number of Upper Division Assistants whose duty it will be to prepare cases for officers. The number of Assistants will naturally depend upon the allocation of subjects to that particular Branch and upon the amount of work thereby entailed. Generally speaking, we regard as a convenient unit a Branch with a Superintendent and about six Upper Division Assistants to prepare cases for officers. The staff of the Branch will include also the Assistant in charge of the "File Bureau," Who should be a senior Assistant in the Upper Division. We suggest the Designation "File Keeper" as suitable for the Assistant in charge of this work. There would also be a Diarist drawn from the Lower Division.

The work of the Assistants in the Branch will be allocated and generally supervised by the Superintendent. It is true that under our recommendations the Assistant's note will not pass through the Superintendent on its way to the first officer. It will however be the duty of the Superintendent to train, help and advise the Assistants, especially the junior men, and so far as possible to see that such action as

referencing, noting etc., is in harmony with the principles laid down for office guidance. The Superintendent will naturally deal with the most difficult cases himself and submit them to the officer. In addition, we recommend that wider authority should be

44 delegated to Superintendents to / dispose of the simpler classes of cases without submission to an officer. We cannot lay down any general~~xx~~ rules on this subject, but in the course of our investigations we have seen a number of cases submitted to officers which could in our opinion have been adequately disposed of by a capable Superintendent. This recommendation for the delegation ~~ix~~ of increased powers to the Superintendents should be read as a corollary to our remarks in paragraph 71 on the desirability of increased delegation of authority to officers to dispose of cases. The Superintendent will also be required to supervise the work of the File Keeper and to assist him~~xx~~ where necessary.

The ~~Regi~~ Receipt and Issue Branch will for the present be under the control of the Registrar, who will also supervise the Cash and Stationery Branch and the Record Room staff. We are of opinion that it is desirable that all matters affecting the discipline of the office should be under the control of an Assistant Secretary, who should also deal with office establishment cases. On the retirement of the existing Registrars, we are of opinion that the post of Registrar eo nomine should be abolished. The Receipt and Issue Branch should then be entrusted to a Senior Superintendent on an appropriate salary, and the supervision of the Cash and Stationery Branch and of the Record Room staff might be transferred to the Assistant Secretary dealing with

establishment matters.

(Application or recommendations
regarding office procedure to
the Attached Offices.)
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134. It should be explained that our recommendations as to office procedure have been framed primarily for application to the Civil Secretariats. The Army Department is excluded from our terms of reference and we have not thought it practicable to examine in detail the office systems employed in the Attached Offices (which vary very widely as regards organisation and some of the more important of which are in Calcutta). We see no prima facie reason why the principles of our recommendations as to procedure should not be applied mutatis mutandis to those offices, and we recommend that the Inspector of Office Procedure whose appointment we propose should as soon as possible after the introduction of the reformed procedure in the Civil Secretariats take up the question of its extension, with any necessary adaptations, to any Attached Offices in which it may not have been already adopted.

Chapter V-----Conclusion.

(Limitation of scope of
Present Inquiry.)
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135. We have now completed our recommendation with regard to the alterations which we consider desirable in the procedure of the Civil Departments of the Government of India and in the allocation of business among those Departments.

There remain one or two matters of importance to which we should like to make reference.

In the first place we would emphasise the fact that owing to the limitation of the scope of our inquiry our recommendations do not cover the whole ground, and their adoption will not remove all the causes which at present lead to avoidable delay in the conduct of business by the Government of India. We hope and believe that they will greatly reduce such delays as are attributable to defective distribution or methods of work within the Civil Departments, but they will not of course touch the delays which arise from causes beyond their control. Nothing that it is within our province to recommend could affect impediments to business caused by delays in the Army Department which is excluded from our reference, or could protect the Government of India from delay in London in the decision of cases referred home, nor will our proposals entirely prevent business being held up by delay on the part of a Provincial Government though we believe that they will effect a great improvement in this respect.

The Army Department organisation and procedure are now being investigated by another Committee, with which we have kept in touch. In order to complete the whole investigation we venture to suggest that the Secretary of State and the Provincial Governments may think it desirable to institute their own inquiries
 45 into the procedure of their respective Departments / with a view to ascertaining whether their procedure gives rise to any avoidable delays in the conduct of business.

(Questions involving Native States.)

136. Again there is one class of cases, not perhaps very numerous but occasionally of great importance,

in which delays have become so notorious that we think it necessary to refer to them, although the methods by which they can be effectively remedied fall outside our reference. These are cases which involve not only the Government of India, Provincial Governments and the Secretary of State but also Native States. In particular we may mention recent questions relating to disputed water-rights some of which have already been under discussion for several years and are still unsettled. In these cases so far as we can judge the root cause of the delay is not so much defects in Government of India procedure as the absence of any recognised machinery for bringing the controversies to an issue. It is true that the suggestion has been made to us that these cases would be expedited if correspondence with the States concerned were conducted by the Public Works Department and not through the Foreign and Political Department. But while it is no doubt possible that some time might be saved in this way, such gain would be trifling compared with the whole period consumed in these tedious negotiations and as the suggestion raises difficulties of another kind we have not recommended its adoption.

The only mode in our opinion of putting an end to the present state of things is to take the necessary steps to fill the gap in the existing machinery so as to enable either party to such a controversy to obtain a final decision from an unquestioned authority. The particular ^{form} ~~form~~ of machinery best suited for this purpose, whether a standing tribunal or some more elastic arrangement, is a matter on which it would presumably require not only legislation by the

Government of India but also the adherence of the principal States likely to be affected. We have no means of judging how far it would be practicable to obtain general consent to such a scheme, but we seen no other way of effecting any material improvement in the present circuitous and dilatory procedure. We suggest that this matter be considered by the appropriate authorities at an early date.

(Suggestion for an officer on
~~xxx~~ special duty to ensure
 introduction of Committee's
 recommendations.)

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137. A matter of cardinal importance which remains for consideration is the best method to be adopted for the establishment of the proposed changes of procedure, for watching over their operation and for introducing from time to time such further modifications as experience may shew^o to be expedient. We are convinced that the best result will not be attained if, our recommendations having been adopted by the Government, the various Departments are left to give effect to them in their own way. We venture to suggest that the procedure which as already noted in this Report has proved so successful in other cases should be adopted with regard to the recommendations of our Committee, viz., that an officer should at once be placed on special duty to take the necessary steps to ensure the introduction of the proposed changes after obtaining the necessary sanction of the Government of India and so far as requisite of the Secretary of State.

138. If this course be adopted we suggest that among the first of our recommendations to which the

Special Officer should direct his attention are those for the immediate setting up of the Staff Selection Board and for the appointment of an Inspector of Office Procedure, since the improvement of recruitment and of office procedure are matters which will inevitably take much time and which ought to be taken in hand at the earliest possible moment.

(Appointment of an Inspector of
Office Procedure.)

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139. As we have already indicated we attach great importance to the appointment of an officer of suitable experience and standing as Inspector of Office Procedure. The post should either be a permanent one or should be continued for at least ten years. The Inspector should, we consider, be attached for administrative purposes to the Home Department, but he should be given as independent a status as possible, and should have as free access to the various Departments and offices as has been accorded to this Committee. If such an appointment be made, it will be possible, without risk of undue delay, to discriminate between those changes of office procedure which can and should be universally and immediately introduced and those which

46 / from their nature can only be gradually adopted owing to their dependence on other alterations of conditions which are still in the future, or which for various reasons can best be introduced gradually in one Department at a time rather than simultaneously throughout the Government of India. This will be a great advantage since some of our recommendations as to office procedure clearly depend on the improvement of the clerical staff which can only gradually result from the introduction of improved methods of recruitment.

We may add that this also applies to some of our recommendations other than office procedure; e.g., the proposed separate Drafting Branch can ~~only~~ take over its full duties as and when the necessary trained staff can be made available.

It may be found desirable to introduce the changes in office procedure first in one selected Branch of a Selected Department, and after they are in full working order there either to extend them gradually to other Branches in turn or to the whole Department at the same time, as experience may dictate.

As the revised procedure is introduced and extended it will doubtless be found in the light of actual experience that some modifications will be necessary in the details. We fear, however, that the whole scheme will be endangered if each Department is left free to introduce such modifications as it may think desirable. We consider that this difficulty will be avoided, while the necessary elasticity will be retained, if the Inspector is in all cases previously consulted with regard to any proposed departmental modification, in the revised procedure. If such proposed modification is serious, or affects other Departments, or involves an ~~xx~~ alteration of any Rule of Business or Secretariat Instructions, the Inspector should be entitled if necessary to put the matter up to the Government of India through the Home Department for consideration. Apart from this right of being consulted before departures are made from the established procedure, we recommend that it should be part of the duty of the Inspector to watch the practical working of the scheme of office procedure and of his own initiative to propose to Government through the Home Department any changes which he

may consider desirable from time to time.

(Financial effect of Committee's
Proposals.)

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140. As regards the financial effect of our recommendations it is difficult at present to make a very definite forecast. It is clear that our proposals to strengthen the staff of higher officers and to appoint a Staff Selection Board and an Inspector of Office Procedure will result in increased expense, which will only be partly offset by the economies resulting from the reduction of office routine. The net result on balance can only be very roughly estimated, but we think that on the information before us we are justified in expressing a reasonable belief that the economies to be expected from the adoption of our remaining recommendations, and in particular from the reduction in printing and from the increased use of code for telegrams will be amply sufficient to turn the scale, so that the ultimate result of the adoption of our recommendations as a whole will be a net saving. This saving, however, will only be gradually effected as the extension of the improved procedure enables the various economies to be fully realised. It is inevitable that for a year or more while the new system is being introduced the expenditure on the Secretariat will be some what increased.

We need hardly add that the real advantages to be expected from the adoption of our proposals will be in no way measured by their effect on the actual cost of carrying on the Departments. Unless we have lamentably failed in performing our task, the adoption of our recommendations for improving the

organisation and procedure of the Civil Secretariats and Attached Offices must result in greatly increasing the efficiency of the Government of India and its power of adaptation to the changing conditions under which it will operate in future.

The ultimate test of the value of our recommendations must depend not on any direct cash saving which may result therefrom but on their effect in increasing the power and adaptability of the machinery through which the Government of India works; on the manifold reactions of the enhanced efficiency and elasticity of the Central Government throughout all branches of
 47 public administration, local as well as Imperial, and on the eventual influence of improved administration on the general well-being of the Indian people.

141. In conclusion we wish once more to express our cordial thanks to all the officials of the Government of India of whatever grades for their unfailing courtesy and readiness to give us all possible assistance in the prosecution of our inquiries. We have also received much valuable help from Mr. Walter Carter of the Board of Trade, who accompanied the President from England, and whose intimate acquaintance with the methods of business in Departments of State in London has been of special service especially to our Subcommittee on office procedure of which he has been a Member~~xxx~~ .

Lastly, we wish to acknowledge our deep indebtedness to our Secretary Mr. A.C.McWatters, C.I.E., whose ability and zeal together with his wide and varied experience of Secretariat business have very greatly lightened our labour both in conducting the inquiry and preparing the report.

We have the honour to be,

SIR,

Your most obedient servants,

A.C.McWATTERS,
Secretary.

H. LLEWELLYN SMITH,
President.

W.M. HAILEY,)	
R.L.B. GALL,)	Members.
R.J. WATSON,)	

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APPENDIX A.

SUMMARY OF RECOMMENDATIONS.

I.--ALLOCATION OF BUSINESS AMONG THE DEPARTMENTS.

(1) That the work of all the civil agencies dealing with Public Health should be amalgamated under the Education Department, which should be given the title of the Department of Education and Public Health; that there should be a single administrative Secretary for the whole Department, the two great technical branches of the organisation being under two high expert officers with suitable titles, each reporting direct to the Secretary, and having the right of reference to the Member in charge in the event of disagreement with the Secretary; (Para. 11.)

(2) that in addition to the proposed Imperial Health Advisory Board there should be a corresponding Advisory Board for the Education side of the Secretariat; that both these Boards should have the right of submitting their recommendations to the Viceroy ~~throu~~ through their Chairmen; that the Director General, Indian Medical Service, and the Educational Commissioner in their capacity as Chairmen of their respective Advisory Boards, should have periodical interviews with the Viceroy; and that when technical questions relating to health or education come up for discussion at the Executive Council, the Viceroy should at his discretion summon either of these officers to attend, and the Member in charge of the Department should also be entitled to take them as advisers to such meetings; (Para. 13.)

(3) that Copyright should be transferred from the Education Department to the Department of Commerce and Industry; (Para. 14.)

(4) that during the transitional period in which the Board of Industries and Munitions is to take responsibility for matters relating to "Industries," the precise allocation of business between the Department of Commerce and Industry and the Board of Industries and Munitions should be determined by mutual agreement between the heads of those Departments but that it is desirable that the Board should not be over-weighted with routine administration or with such subjects as Patent Law, Companies Law and the like;

(Para. 17.)

(5) that an early opportunity should be taken to 'reunite the closely allied subjects of Commerce and Industry under the same Department, and at the same time to create a separate Department of Ways and Communications;

(Paras. 19 and 20.)

(6) that the new Department of Ways and Communications should combine the various duties of Departments relating to Internal Transport and Communications, embracing Railways, Tramways, Internal Navigation, Ports and Docks, Posts and Telegraphs, Aviation and Road traffic including Motor legislation;

(Paras. 19 and 20.)

(7) that Excise (other than Cotton Excise) should be transferred from the Commerce and Industry Department to the Home Department or to the Department of Revenue and Agriculture;

(Para. 22.)

(8) that the subject of Emigration should be divided as follows :--

52 (1) the supply of labour to and conditions of labour in districts of British India; the supply of Indian labour to and conditions of / Indian labour in other parts of the British Empire (including Protectorates), and the general questions of treatment of Indian residents in such areas;

(2) treatment of Indian emigrants to and residents in other areas (including Mandatory States); that head (1) should be dealt with by the Commerce and Industry Department, and that head (2) should be dealt with by the Foreign and Political Department;

(Para. 24.)

(9) that a convenient opportunity~~xxx~~ should be taken to amalgamating the Department of Revenue and Agriculture with that of Public Works, after transferring the powers of the latter Department with regard to Communications to the Department of Ways and Communications and those~~xxx~~ relating to Electricity and Water-power to the Department dealing with Industries; that the title of the Combined Department should be "Agriculture, Lands and Public Works;" that there should be one administrative Secretary in the Department to whom the expert heads of the various technical services--Agriculture, Irrigation, Forestry, etc.--should report direct;

(Para. 26.)

(1) that during the transitional period at all events industrial training should be transferred to the Board of Industries and Munitions which should act in close co-operation with the Education Department; that the question of the eventual allocation of the subject should be reconsidered when general education has made further progress;

(Para.27.)

(11) that there should be constituted a separate Drafting Branch attached to the Legislative Department for administrative purposes only; that the head of this Branch should be a skilled legal draftsman with a sufficient staff of assistants possessing legal knowledge;

(Para.30.)

(12) that the draftsman should act as the assistant of the Executive Department concerned which should retain full control of its legislative proposals at least up to the time when they are introduced and ordered to be published by the Legislative Council; that subsequent supervision so far as compliance with the rules and orders of the Legislative Council is concerned should be exercised through the Secretariat of the Legislative Department, and in all other respects by the Executive Department which will consult the Legislative Department on legal points.

(Para. 31.)

(13) that the services of the Drafting Branch should be placed at the disposal of the Executive Department at an early stage; and that at the stage when a draft is to be prepared the Executive Department should in all cases place a responsible officer in direct personal charge of all matters relating to the Bill, who should deal direct with the draftsman and from whom the latter should take his instructions; that the draftsman should be responsible for keeping in touch with the Secretariat of the Legislative Department on the general legal principles involved; and that all draft Bills should be circulated to the Executive Council for final approval;

(Rules 23 and 24 of the Rules of Business to be modified accordingly);

(Para. 32.)

(14) that the same body of skilled draftsmen who will prepare Bills for the Imperial Legislature should also perform any duties which may be entrusted to a central body in regard to the examination of Provincial draft Bills ^{from} ~~for~~ a drafting point of view; that their functions in this respect should be purely advisory to the Local Government;

(Para.33.)

53

(15) that with regard to such Provincial Bills as require examination and sanction by the Government of India on points of substance as distinct from form, all correspondence on such points should be conducted with the Executive Department;

(Para.33.)

(16) that the responsibility for such scrutiny of Provincial Bills as may be necessary in order to determine whether they are intra vires should rest with the Secretariat of the Legislative Department and not with the Drafting Branch.

(Para.33.)

II.--RECRUITMENT OF THE STAFF OF THE DEPARTMENTS.

(17) that the clerks recruited for the Upper Division of the Government of India Secretariat should constitute a service called the "Imperial Secretariat Service.";

(Para.36.)

(18) that there should be a Central Staff Selection Board to supervise recruitment for the Government of India Secretariat, consisting of--

- (1) an independent Chairman, who should be the
Chairman of the Civil Service
Commissioners or nominated by him
for five years, or, pending the
appointment of Civil Service
Commissioners, an interim Chairman
nominated by the Viceroy;
 - (2) two members of sufficient status nominated
by the Home and Education Depart-
ments respectively;
- that one member of the Board should be an Indian;
- that the members of the Board other than the
Chairman should be appointed for
one year but should be eligible
for re-appointment;
- that when the Board deals with matters spe-
cially interesting one Department,
an additional member nominated
by that Department should be added;
- that when the Board deals with the employment of
women, a woman member should be
co-opted ad hoc;
- that the Board should have a Secretary, who
need not necessarily be a whole-
time officer, and should regulate
its own procedure, and that it
should deal with the Government of
India through the Home Department;

(Para.38)

(19) that, subject to the recommendations in Nos. (26) and (27) below, recruitment for the Upper Division of the Secretariat should be wholly by Direct appointment, the Staff Selection Board fixing and revising from time to time the educational and other qualifications required, and the evidence to be produced with regard to such qualifications, for all candidates;

(Para.39.)

(2) that the Staff Selection Board should prepare a preliminary list of candidates who appear prima facie to possess these qualifications, taking care that the main sections of the community are adequately represented on the list, and should interview each of these candidates; that on the basis of this interview and of the results of a qualifying examination (which, at their discretion, may be held either before or after the personal interview) they should prepare a list of approved candidates to be admitted on probation to the Secretariat as soon as vacancies occur;

(Para.39.)

54 (21) that this list should be prepared annually annually and should contain, so far as possible, sufficient names to fill the vacancies anticipated to occur within the ensuing period, with a reasonable balance for contingencies and after taking / into account any candidates appearing on the previous list who may not have been already absorbed; that any temporary vacancies shall first be offered to men on the list prepared by the Staff Selection Board and that any exceptional demand which may arise during the period

and which cannot be met in the ordinary way should be dealt with at the discretion of the Board;

(Para. 41.)

(22) that candidates may designate the Departments in which they desire to serve in order of preference and that on the other hand Heads of Departments may ask for particular men who appear specially suitable for their work; that the Staff Selection Board should endeavour to meet these expressed preferences so far as possible while nevertheless retaining the right of allocating the candidates as they think fit;

(Para. 42.)

(23) that candidates should remain on probation for one year, a definite certificate signed by the Secretary in the Department being required on their confirmation, and that it should be at the discretion of the Board to replace on their list a probationer who has not been approved in a particular Department;

(Para. 42.)

(24) that should it be desired to bring in from outside men of special experience in Secretariat work, or with special qualifications, at any other stage except the lowest, this should only be done with the approval of the Staff Selection Board; that in the case of candidates from Attached Offices and Provincial Secretariats, the Board should be authorised to dispense with all or part of the special qualifying examination and to modify the educational qualifications prescribed for new entrants, provided that the condition of a personal interview is insisted on;

(Para. 43.)

*(Leave no
next paper).
Punish
(25) to (28)
missing.)*

APPENDIX B.

(Detailed recommendations with regard to
Office Procedure)

☐ ☐ ☐ ☐

1. In the following recommendations on office procedure the action to be taken on receipts entering a Department is traced through the various stages from the time of receipt to the final deposit in the Record Room of the file* to which they relate, though it must be clearly understood that no attempt has been made to draw up a complete system of office procedure.

I--Receipt in the Departments.

2. All letters, telegrams or files addressed to a Department will be received in a separate Branch hereinafter referred to as the Receipt and Issue Branch.

3. In those Departments where a separate Receipt and Issue Branch does not already exist, a special Branch will be constituted to deal with this section of procedure. This Branch should be under a Registrar or Senior Superintendent directly responsible to an Assistant Secretary.

In this Branch will be concentrated:-----

- (a) the receipt and distribution of all letters,
 telegrams and files;
- (b) the typing and issue of all orders, letters
 or despatches;
- (c) the multiplication by typing or by Roneo of any docu-
 ments or extracts from files required;

* By "file" is meant the consecutive notes and correspondence on a single definite subject; by "case", where this is distinguished from "file", the file plus connected papers put up for reference.

higher posts, should be submitted for confirmation to the Staff Selection Board, who may require any evidence they think necessary of capacity to fill the posts;

(Para. 47.)

- 55 (29) that the Board should maintain a list of candidates, both from the existing office staff and from outside it, prima facie suitable for appointment as Assistant Secretaries, and that no appointment as Assistant Secretary should be made until the candidates' name has first been placed on this list with the approval of the Board;

(Para. 48.)

(30) that the Staff Selection Board should extend its supervision to the recruitment of the clerical staff of the offices attached to the Government of India, unless the head of any Attached Office is able to satisfy Government that such supervision is for special reasons unnecessary or unsuitable for his office;

(Para. 49.)

(31) that in the event of the annual number of vacancies for clerkships to be dealt with under the scheme increasing materially through the adhesion of the Army, Department or Provincial Governments to the Scheme, the question of providing classes for training candidates in office procedure at suitable centres should be considered by the Staff Selection Board;

(Para. 50.)

(32) that in every Department the strength of the establishment should be so fixed as to allow a reasonable margin, to meet the case of absence through sickness or leave, over and above the strength actually required on an average to cope with the current work,

and that, in order to allow of furlough being taken more ~~fx~~ frequently, a system might be introduced of compounding long periods of furlough for shorter periods on full pay.

(Para. 51.)

III.---CONDUCT OF BUSINESS BY THE DEPARTMENTS.

The organisation and procedure of the higher Secretariat.

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(33) That Under Secretaries, except in the Finance Department, should be dispensed with;

(Paras. 71 and 77.)

(34) that every Department with a normal organisation should have at least two Deputy Secretaries, and that Departments with special types of organisation should be adequately provided with higher officers of analogous status;

(Para. 71.)

(35) that reporting to each Deputy Secretary there should be Assistant Secretaries whose numbers should be regulated by the numbers and relative importance of the branches or sections contained in the Department, and that each Assistant Secretary should be in direct contact with a definite number of Secretariat Assistants;

(Para. 71.)

(36) that officers of all ranks should be encouraged to take responsibility in settling minor cases without submitting them to higher authority, and that no cases should reach a Secretary or Member except those of real importance;

(Para. 71.)

(37) that the tenure of office of Secretaries and Deputy Secretaries should be extended to four years;

(Para. 72.)

(38) that a register should be kept (by the Home Department or by the India Office) of the names and addresses of officers of the Imperial Services of certain status and qualifications who have retired
 56 within (say) the previous / five years and who on retirement have intimated their willingness to be considered for occasional employment in India on special work such as on special Committees or Commissions; and that the utilisation of the services of retired business men for special work in India should similarly be considered;

(Para. 74.)

(39) that the Secretariat Instructions should enjoin that Members and Secretaries in all Departments should set aside certain hours on certain days in each week for personal interviews with their Secretaries and Deputy Secretaries, respectively, with a view to the discussion and speedy disposal of business;

(Para. 75.)

(40) that every Member of Council who so desires should be provided with an official Private Secretary, drawn from the Indian Civil Services;

(Para. 76.)

(41) that heads of Attached Offices should note direct to the Secretary, and that they should have authority to correspond direct on technical matters not involving any large commitments for new work or expenditure, with Departments other than that to which they are directly subordinate;

(Paras. 78 and 79.)

(42) that the cases coming before Council should be carefully scrutinised, and if it be found that these include cases which ought to be settled

by the Departments concerned, the appropriate steps should be taken to secure the necessary alteration in practice, and that Rule 19 of the Rules of Business should be modified so as to ensure that cases are not brought before Council unnecessarily;

(Para. 83.)

(43) that each Department should supply periodically for the information of Members of Council a brief summary of its more important current proceedings--especially those which have been settled by orders of the Governor General;

(44) that ordinarily the circulation of cases to Members of Council should be simultaneous instead of successive and that Rules 22 and 23 of the Secretariat Instructions should be altered accordingly;

(Para. 87.)

(45) that the permanent Secretariat Buildings at New Delhi should provide accommodation for meetings of the Executive Council, and that the possibility of similar arrangements at Simla should be considered;

(Para. 88.)

(46) that the question of providing for the holding of Council meetings at regular and suitable intervals during the Viceroy's absence ~~xxx~~ on tour should be carefully considered by the Governor General in Council, such meetings to be subject to the provision that the Vice-President should act under the Governor General's directions either general or special with regard to the subjects or classes of subjects to be dealt with at Council meetings during his absence.

EXTERNAL REFERENCES.

(47) that the number of references to the Secretary of State on minor financial matters should be greatly reduced, by a thorough revision of the present financial rules, and in particular by the amendment of the Rule in Clause IX of the Main Audit Resolution which empowers the Auditor General to dispense with a reference to the Secretary of State in certain
57 circumstances, so as to / enable him to exercise this power in any case in which he considers that the proposed expenditure does not violate the spirit of the Regulations;

(Paras. 91 to 94.)

(48) that Secretaries to the Government of India should be allowed to communicate more freely on matters of detail with the India Office, and that these communications should be treated as official communications from the Government of India, Rule 34 of the Secretariat Instructions being revised accordingly;

(Para. 95.)

(49) that Rule 24 of the Secretariat Instructions should be revised so as to provide for the distribution to Members of Council, for their information, of copies of (1) all telegrams from the Government of India to the Secretary of State which if they had been sent by post would have been treated as despatches, (2) all telegraphic replies from the Secretary of State to despatches signed by Members of Council, and (3) all other official telegrams from the Secretary of State dealing with matters of grave public importance;

(Para. 96.)

(50) that references to the Secretary of State involving sanctions to expenditure, in which the financial aspect of the reference is relatively unimportant, should be issued by the Administrative Department concerned, subject to the conditions that the draft shall have been referred to the Finance Department, that after the return of the draft the Administrative Department shall not be authorised to make any material alteration in the wording of the financial proposals which have been approved, and that a copy of the despatch or telegram after issue shall be sent to the Finance Department for record;

(Para. 97.)

(51) that in consulting Local Governments, the Government of India should ordinarily confine their references on general questions to the major Local Governments and Administrations, and references on special questions to those Governments which are principally affected by them; that a definite time limit for replies should be fixed and that there should be a Rule of Business prescribing the above points and the procedure to be followed on the expiry of the time limit;

(Paras. 99 and 100.)

(52) that the effect of the Home Department's circular letter of the 9th June 1919 suggesting to Local Governments the desirability of their confining their references to a limited number of selected individuals and bodies should be carefully watched;

(Para. 100.)

(53) that all Departments should consider whether any references to other Departments at present required by long-standing rules or practice could under modern conditions be dispensed with;

(Para. 102.)

(54) that, where~~e~~ver possible, consultation of other Departments should be effected by personal interview between responsible officers of the Departments concerned; that the result should be recorded on the file by a note agreed between those officers; and that Rule 11 (1) of the Rules of Business should be amended to make it clear that such consultation satisfied its requirements;

(Para. 107.)

(55) that no departmental file should be referred to another Department except by ^{direction}~~direct~~ of an officer of the rank at least of Deputy Secretary;

(Para. 107.)

58 (56) that any file referred to another Department should have attached to it a special Form, signed by the officer by whose direction it is referred, specifying precisely the points on which the opinion of the other Department is sought, or which it is desired to bring to the attention of that Department;

(Para. 107.)

(57) that before a file is sent to another Department the proposals should, wherever possible, be embodied in the form of a draft;

(Para. 107.)

(58) that before a file is sent to another Department all routine notes should be removed;

(Para. 107.)

(59) that where it is necessary to consult more than one Department on a case, such consultation should take place simultaneously, except when the multiplication of documents to be sent would involve an excessive expenditure of time and labour, or when the occasion for consulting the second Department does not arise until the result of consulting some other Department is known;

(Para. 107.)

(60) that where simultaneous references are made to more than one Department, the file may, if desired, be sent to one of such Departments, communication with the other Departments being by written memorandum except in cases which can be disposed of by verbal consultation;

(Para. 107).

(61) that when a case has been referred to and returned from another Department and a difference of opinion between the Departments is disclosed, personal discussion should invariably be substituted for further noting; and that in any case where the **two** Members in charge of the Departments agree after personal discussion, the Secretaries should meet and put up a joint note giving the decision, after which there should be no further noting.

(Rule 14 of the Secretariat Instructions to be Modified accordingly.)

(Para. 107)

Organisation and procedure of the office.

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(62) that in those Departments where a separate Receipt and Issue Branch does not already exist, a special Branch should be constituted to deal with this section of procedure including all receipts and issues, typing, the arrangement of all matter for Press, proof correction and comparison of final printed copies with originals; and that this Branch should be under a Registrar or Senior Superintendent directly responsible to an Assistant Secretary;

(Para. 110.)

(63) that there should be a continuous self-explanatory File Number for each file in place of fortuitous numbers for every document, and that miscellaneous correspondence of an unimportant character should not be filed separately but in a miscellaneous correspondence file;

(Para. 111.)

(64) that ~~there are~~ receipts which deal with more than one subject should be broken up and handled independently, the necessary copies or extracts being made and separate files started;

(Para. 112.)

(65) that there should be introduced into each Branch a File Bureau, distinct from the rest of the Branch, which will be responsible for all diarising, indexing, marking of progress and safe ~~in~~ custody of files;

(Para. 113.)

59 (66) that the diary should be in the simplified form annexed to Appendix B;

(Para. 113.)

(67) that there should be an automatic and up-to-date Index, preferably a Card Index, in which the entries should be made by the File Keeper at the time of receipt of correspondence, and that files received from other Departments should be included in the Index;

(Para. 114.)

(68) that all letters issuing from any Department of the Secretariat should bear at their head a short title stating their subject, and that the India Office, the Provincial Governments, all other official correspondents and Chambers of Commerce should be asked to adopt ~~extensive~~ the same practice in their Communications to the Government of India;

(Para. 114.)

(69) that all receipts, except such as the Superintendent in the Branch is empowered to deal with himself, should be submitted by the File Keeper to the Assistant Secretary without papers at fixed hours on the day of receipt (or alternatively, with current papers on the day of receipt) after the preliminary diarising and, so far as time permits, entering of file numbers and indexing;

(Paras. 116 and 117.)

(70) that the Assistant Secretary should at the stage of first submission give on each receipt explicit directions to the Assistant as to the manner in which the receipt should be handled and as to any referencing, noting or drafting that may be required, and

that except under such directions no office note should be prepared;

(Paras. 116 and 119.)

(71) that references should not be put up unless the Assistant Secretary or higher officer concerned has indicated that this is necessary or the orders of the Superintendent in the Branch have been taken; that when references are put up they should be restricted to those actually required in dealing with the case, and that where references to previous letters occur in the document under-consideration, the files containing these letters should only be put up if required to elucidate the subject;

(Para. 118.)

(72) that in place of the present Reminder Lists, Arrears Lists and Suspense and Await Lists, the system described in Appendix B should be adopted, which makes the Assistant dealing with the file responsible for fixing a suitable date for the reminder to be issued;

(Para. 120.)

(73) that the use of Service Stamps both for postal matter and telegrams should be reconsidered by the Government of India; that in future franking of postal matter should be done by means of a metal or rubber stamp which should reproduce the name of the Department and also some distinctive design associated with the Department; and that the use of the present O.H.M.S. telegraph forms should be extended to all Departments;

(Para. 121.)

(74) that should the use of Service Stamps be retained, the manner both in which they are issued and in which they are kept in Departments should receive serious attention;

(Para. 121.)

(75) that the question of compiling a new code for foreign cables arranged on modern lines should be at once taken up with experts in London; that it should be made the rule and not the exception to send all inland telegrams in code, and that a suitable simple code for inland telegrams be compiled at an early date;

(Para. 122.)

60 (76) that no file should be printed at any stage unless under the orders of an officer;

(Para. 124.)

(77) that in passing orders for printing of files, an officer of the standing of an Assistant Secretary should edit them and cut out any notes and other matter which are not of permanent value;

(Para. 124.)

(78) that printed copies of files on return from Press should invariably be compared with the original; that one printed copy should then be sent to the File Bureau of the Branch to which it belongs, and the original with the remaining printed copies to the Record Room, not to the working office;

(Para. 126.)

(79) that the printed Indexes should be prepared triennially from a duplicate of the Card Index, and that the Monthly and Annual Indexes and the Tables of Contents both to printed and unprinted files should be discontinued, unless required for submission

to the Secretary of State;

(Paras. 115, 127 & 128.)

(80) that the recognised office hours should be standardised and should be adhered to so far as the state of the work permits; that these hours might be from 10 A.M. to 4.30 P.M., that the clerk dealing with receipts should arrive and leave half an hour earlier and the clerk dealing with issues half an hour later; that there should be a departmental Attendance Register on the lines suggested in Appendix B, and that the introduction of an Attendance Register for officers, at all events below the grade of Secretary, should be considered;

(Para. 129)

(81) that telephones should be installed in every Branch and should be connected with an Exchange for the whole building, this Exchange having one or more trunk connections with the General Telephone Exchange; and that officers, in addition to their connection with the General Exchange, should also be in direct telephonic connection with the Departmental Exchange;

(Para. 130.)

(82) that the duties of the Superintendent should be (a) to allocate and supervise generally the work of the Assistants who will under the proposed procedure submit their notes direct to the first officer; (b) to train, help and advise the Assistants, especially the junior men, and so far as possible to see that such action as referencing, noting etc., is in harmony with the principles laid down for office guidance;

(c) to deal with the most difficult cases himself and submit them to the officer; (d) to supervise the work of the File Keeper and to assist him where necessary; (e) to dispose of the simpler classes of cases himself without submitting them to an officer, for which object wider authority should be delegated to him;

(Para. 133.)

(83) that the Receipt and Issue Branch should for the present be under the control of the Registrar, who will also supervise the Cash and Stationery Branch and the Record Room Staff; that all matters affecting the discipline of the office should be under the control of an Assistant Secretary, who should also deal with office establishment cases; that on the retirement of the existing Registrars the post of Registrar eo nomine should be abolished; that the Receipt and Issue Branch should then be entrusted to a Senior Superintendent on an appropriate salary, and the supervision of the Cash and Stationery Branch and of the Record Room Staff should be transferred to the Assistant Secretary dealing with Establishment matters;

(Para. 133.)

(84) that after the recommendations made in this Report on office procedure have been introduced in the Civil Secretariats of the Government of India, the Inspector of Office Procedure whose appointment is recommended should consider their extension, with any necessary adaptations, to any Attached Offices in which the reformed procedure may not have been already adopted;

(Para. 134.)

IV.-----GENERAL.

(85) that in dealing with the recommendations of important Special Committees or Commissions of Inquiry, the normal procedure, which should be embodied in the Rules of Business, should be to place a qualified officer of suitable standing on special duty for the purpose of obtaining the necessary decisions of Government thereon, of carrying through the requisite consultations with Departments of **the** Government of India and Provincial Governments, and of seeing that such recommendations as are approved are brought into operation; and that this officer should have as independent a position as possible;

(Para. 54.)

(86) that an officer should at once be placed on special duty to take the necessary steps to ensure the introduction of the changes proposed in this Report after obtaining the necessary sanction of the Government of India and so far as requisite of the Secretary of State;

(Para. 137.)

(87) that an officer of suitable experience and standing should be appointed as Inspector of Office Procedure, and that the post should be either a permanent one or should be continued for at least ten years;

(Para. 139.)

(88) that the important matter of internal arrangements of the offices in the Secretariat Buildings now being erected at New Delhi should be brought prominently to the notice of any Committee or other authority charged with giving detailed instructions to the Architect; that as a means to this end if an officer be placed on special duty to see that effect is given to the recommendations of this Report, he and the Inspector of Office Procedure whose appointment is recommended should be brought into close touch with and consulted by the authority from whom the Architect takes his instructions; that in the meantime all possible measures should be taken in consultation with the Inspector of Office Procedure to improve the accommodation and internal arrangements of the Secretariat Buildings at Simla;

(Para. 66.)

(89) that an experiment should be made when the next move to Simla takes place as to the practicability and comparative advantages of carrying office records between Delhi and Simla by motor lorries in place of railway transport, and that in any event the suggestions made in Appendix B for improvement of the detailed arrangements for the move be carried into effect;

(Paras 67 and 68.)

(90) that the Secretary of State and the Provincial Governments should consider the desirability of instituting inquiries into the procedure of their respective Departments with a view to ascertaining whether their procedure gives rise to any avoidable delays in the conduct of business.

(Para. 135.)

- Before reading see page 62 pages 5*
62 *Appx Stamp*
- (d) the arrangement of all matter for Press;
 - (e) proof correction ~~and~~ comparison of final printed copies with original matter submitted to Press.

The internal arrangements of this Branch will provide for the segregation from the rest of the office of the typists engaged on secret and confidential work. The Registrar or Superintendent will be responsible for the checks necessary to ensure against leakage of the contents secret and ~~confidential~~ confidential papers, including the safe custody of originals or copies made there of and the destruction of any carbon papers, stencils or other media used in connection with reproduction. The Branch should be centrally situated with reference to the other Branches of the Department.

4. All covers including telegrams will be opened by the Despatch Clerk, except (a) those addressed to the Registrar or to an officer by name, which ~~the clerk~~ he will send to the officer concerned direct, or (b) those marked "Secret" or "Confidential," which, if not addressed to an officer by name, will be sent to the Registrar or where there is no Registrar to the Assistant Secretary. Telegrams and other receipts if marked "Immediate" or "Urgent" will be separate from the bulk and first dealt with.

5. The Despatch Clerk will stamp all receipts with a rubber stamp showing Name of Department and Date with additional spaces, to be filled in later, for the File Number and the Serial Number of the receipt on the file. All letters ~~or~~ or files sent to the Registrar or to an Officer unopened will be stamped on the cover. The contents on opening will be marked with the date of receipt and where these are to be dealt with by the office will be sent to the File Bureau** of the Branch concerned.

** The File Bureau will be a separate portion of each Branch, where all disrising, keeping of the Index, marking of progress and safe custody of files ~~ex~~ will be carried out

Where it appears desirable that a record of a secret or confidential receipt should appear in the Diary, a slip will be prepared by the Registrar or Officer giving such details as he desires should appear. This slip will be sent to the File Bureau of the Branch concerned and the details entered in the Diary under the date of receipt.

The scrutiny of receipts by the Despatch Clerk will be limited to that necessary to decide to what Branch a receipt should be sent. The necessary information except for receipts initiating a new file, will ordinarily be obtained from the file number quoted as a reference when in doubt the communication should be sent to the most likely Branch, which will, if necessary, transfer it to the correct Branch.

Receipts relating to more than one subject, where these are dealt with in different Branches, will be sent to the Branch dealing with the main subject.

6. If in any Department an additional check on the handling of receipts is thought necessary, it can be effected by means of a Transit Slip. In this even in addition to the stamping with a rubber stamp as prescribed above all receipts will be stamped with a standard numerical stamping machine showing the annual serial number of the receipt. The stamping machine

(Remaining of foot not **)

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The Assistant in charge is referred to as the File Keeper.

63 will produce the serial number in duplicate, once/on the receipt and once on the Transit Slip, which is simply a blank buff slip. A separate Transit Slip will be used for each individual recipient, the name of the Branch or recipient being written at the top. The Transit Slip and corresponding communications will be sent by peon to the individual or Branch concerned, an initial obtained on the Transit Slip and the latter brought back by the peon to the Despatch Clerk. When a communication has been sent to the wrong Branch the latter should mark on the Transit Slip, the correct Branch and send the communication with the Transit Slip to that Branch. If communications are prima facie urgent the time should be entered on the Transit Slip. Transit Slips are not permanent records and should not be preserved for more than one year. They can be used for tabulating the total receipts in the Branch or Department monthly or annually.

The adoption of the "Transit Slip" check will be optional at least at first. In any Department in which it is adopted its working will be carefully watched by the officer charged with supervising the introduction of the new office procedure, with a view to determining in the light of experience whether the check can be dispensed with or whether alternatively it should be extended to all other Departments.

II.--Receipt in the Branch and First Action.

7. Letters, telegrams or files from the Despatch Clerk for a particular Branch will be delivered to the File Bureau of that Branch.

The File Keeper will in the first instance, if a Transit Slip has been used, compare the serial numbers on the communications with the serial numbers on the Transit Slip and give the necessary initial. He may, if he desires, add the time of receipt, drawing attention at once to any delay in the receipt of any document.

1. Diarising.--Immediately thereafter receipts will be entered by the Diarist in a Diary which should be in the simplified form annexed. Where the file number appears from the papers or is known, it will be entered at once both in the Diary and on the receipt. The File Keeper will index the receipts in the manner described later.

The return of files belonging to the Branch from another Department will be shown in the Movement Register but not entered in the Diary. Foreign files (i.e., files belonging to another Department) will be diarised and indexed, but will not received a fresh file number unless it is necessary to open a file on the subject in the Branch.

9. Submission of First Receipts to an Officer. The File Keeper will next submit all receipts (exclusive of those which the Superintendent is authorised to dispose of) to the Assistant Secretary. This will be done at suitable hours definitely fixed by the Assistant Secretary and it will be the duty of the File Keeper to see that all receipts which have reached him up to that time, except those sent to the Superintendent, are included. The fixed times for submission will not apply to immediate or urgent receipts, which will be submitted as soon as diarised and, if time permits, indexed.

10. The File Keeper will index and allot new file numbers to receipts originating new files and, so far as time permits, trace and enter the file numbers of other receipts before submission; but he must not delay the submission of receipts in order to complete the tracing and entry of file numbers or indexing.

11. ~~All~~ letters or documents will be placed on a file board and sent up at the times prescribed together with any files which are fresh receipts. They should bear a slip of a distinctive colour marked "Fresh Receipts for orders." As regards the putting up of receipts with previous papers of the current file, reference should be made to paragraph 117 of the Report. In the event of the alternative procedure being adopted of linking up receipts before submission, the necessary modifications of the procedure should be made to allow of this being done.

12. Such receipts as are to go to the Superintendent will be passed to him after diarising, indexing, entering of the file numbers and linking up where necessary with previous papers of the current files.

13. Departments should be organised so that all correspondence received in any one Branch should be dealt with by the ^{same} ~~same~~ Assistant Secretary. Where this is impossible the above procedure must be suitably modified.

14. Indexing.--As already indicated entries in the Index, where required, will be made by the File Keeper. The form of Index recommended for general adoption is a Card Index. It will be convenient to use cards of three different colours for Main subject

headings, Cross-references, and Alphabetical Name Index, respectively.

This Card Index will be under the control of the File Bureau but must be readily accessible to all Assistants in the Branch.

15. In order to prepare the Index entries, the File Keeper will examine and sort all letters, telegrams or other communications into three classes:--

- (a) those belonging to files already existing;
- (b) those initiating a new file;
- (c) those of a miscellaneous and ~~un~~important nature not justifying the opening of a separate file.

64 Where in doubt whether a document is (a) or (b) reference will be made to the Subject Index. Where in doubt whether it is (b) or (c) reference will be made to the Superintendent.

16. When a receipt belongs to class (a), no entry in the indexes will, as a rule, be necessary in respect of it, unless it introduces a new name which should be entered in the Name Index, or a development of the subject which necessitates an addition to the entries in the Subject Index.

Receipts of class (c) will not be indexed, but where considered necessary a card for the Name Index showing the addressor should be prepared.

Entries in the indexes will be necessary for receipts of class (b) which initiate a new file.

17. The Index heading selected will be entered on the main card of the Subject Index. The words under which subsidiary entries will be made will be noted, written in red ink or otherwise distinguished on the main

card so that in the event of need arising to deal with all the cards relating to a file (e.g. to transfer them to another Branch, alter the file No. etc.) the main card will at once show that subsidiary cards exist. The entry on these subsidiary cards should be sufficient to identify the subject and the number of the file required without further reference. The cards in the Subject Index will not be classified according to heads of business but will form a series covering the whole work of the Branch in alphabetical order.

18. In addition to the Subject Index, a separate Name Index will be kept, the names being in strict alphabetical order as in a directory. In spelling Indian names the rules adopted by the Central Intelligence Department will be followed.

Correspondents, such as the Secretary of State or Secretaries to Provincial Governments, who are in very frequent communication with the Department should not be included in the Name Index, as the entries under such headings would be too numerous to be of any use.

19. Files received from another Department or an Attached office should be included in the Index. In accordance with the recommendation in paragraph 107 of the Report, these files will in future contain a statement of the point or points on which the file is ~~referred~~ referred; and the main entry in the Subject Index will be based on this statement and will contain also the name of the Department to which the file belongs and the number of the file in that Department.

The Index of foreign files can be kept separate from the Subject Index, or can be amalgamated with it, if found more convenient; in the latter event cards of a different colour will be used.

20. Selection of Subject Headings of Index:---

Great importance attaches to the selection of proper subject headings. The procedure recommended in the next paragraph if adopted would greatly reduce the number of subject headings which have to be decided upon by the Department. The work of selecting suitable subject headings will ordinarily be entrusted to the File Keeper. In order to ensure intelligent uniformity in selection, it may be necessary in the initial stages for the subject to be selected by the Assistant Secretary in the case of files with which the Superintendent is not authorised to deal. Otherwise the Assistant Secretary should carefully check, and, if necessary, correct, the subject headings selected by the File Keeper. Whether the subject be selected by the Assistant Secretary or Superintendent or by the File Keeper, it should appear on the document or the file before it is sent to any Assistant for action.

21. All letters issuing from any Department of the Secretariat should bear at their head a short title stating their subject. This should be as brief as possible but should contain sufficient information to serve as the entry relating to the letter in the recipient's Subject Index. The India Office, the Provincial Governments, all other official correspondents and Chambers of Commerce should be asked to adopt a similar practice in their communications to the Government of India. The bulk of the communications received by the Government of India, being from these sources, would thus show the Index subject. Where a file originates in a departmental note the writer should ~~prefix~~ prefix to the note the subject heading under which it is to be indexed.

22. Composition of files.--A file will include every document received and a copy of every document issued in the course of a consecutive correspondence on one clearly defined subject. Great care should be taken to make the subject of each file as definite as possible. If a file subject is too wide and general there will be a tendency to place on that file a large number of receipts dealing with different aspects of the general subject. This will impede business and make the file unwieldy. It is better to have a larger number of files, each with a more limited subject.

23. Correspondence will as at present be fastened together, the Docket Sheet in the form annexed and the notes being also fastened together to form a separate unit. In addition a "Movement Sheet"* in the form annexed will be placed unattached above the Docket Sheet.

24. Each file will bear a "File Number" consisting of one letter denoting the Branch of the Department and a Branch Serial number. The number for the file will be taken / serially from the Branch Movement Register. (See below, paragraph 32). The series of file numbers might run on from year to year (say) for five years or until 10,000 is reached.

25. Each receipt and issue will have marked on it in ink its serial number on the file. Accompanying papers will be left unnumbered, a letter with its accompanying papers being treated as a unit on the file.

* A system of "Movement Sheets", has, it may be noted, been introduced recently in the office of the Controller and Auditor General with good results.

26. Where a receipt deals with more than one subject copies or extracts should be made in the Receipt and Issue Branch and dealt with as separate receipts in the Branches to which they belong. Similarly, if the points dealt with in the notes on a file or a new receipt extend beyond the original subject of the file, copies of the necessary papers should be made and dealt with separately.

III.--Action by Officer on fresh receipts.

27. On receiving the fresh receipts from the File Keeper, the Assistant Secretary or the Superintendent, respectively, will take the necessary action or will give explicit directions upon the papers as to the action which he desires should be taken. It will be the duty of the Assistant Secretary to dispose, or to make suggestions to his superior officer for disposing, of as many of these receipts as possible without further reference to the office; otherwise to give precise instructions to the office as to the scope of the note to be prepared and the extent to which he desires precedents or references to be put up. Receipts returned by an officer to the office will, in the first instance, go to the File Bureau.

IV.--Procedure on return of fresh receipts to the File Bureau.

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28. On return of the fresh receipts from the officer the File Keeper will, if the receipts belong to files already existing, attach them to those files, complete the diary, insert the file number and serial number of the document on the receipt and enter the date, number and addressor of the receipt on the Docket Sheet unless any of these operations has already

been performed. The file will then be passed to the Assistant previously dealing with it.

29. When the file is not in the Branch and any considerable length of time is required to get it back, action on the receipt should not be delayed for this purpose except on the explicit authority of the Assistant Secretary.

30. If the receipt initiates a new file it will have a file number allocated and index cards prepared where not already done; a Docket Sheet will be attached and filled up; a file board and Movement Sheet will be attached and subsequent action will follow as above.

31. Receipts of a miscellaneous and unimportant nature will be marked File No. 0, placed on a file board and passed for action.

32. A movement Register will be kept by the File Keeper. In this register he will ~~be marked as File~~ enter all movements of files from the Branch:---

- (a) to an officer;
- (b) to the Member where the case passes through the File Bureau;
- (c) to the Viceroy;
- (d) to any other Department;
- (e) to the Receipt and Issue Branch.

These entries will be cancelled on return of the file. No attempt need be made to keep a record in this Register of the movements of files between the Assistants in the same Branch, or (except under (e)) between Branches of the same Department or between officers in the same Department. These intermediate movements will appear on the Movement Sheet.

A half or whole sheet, as may be considered necessary, will be brought into use for each file. The file number and subject will be entered at the top of the sheet; the entries below will be simply the date and to whom sent. A Card system may be used if desired and if the amount of work justifies it.

A special section of the Movement Register will be allotted to foreign files.

33. Acknowledgments.--All receipts coming by post (except those of an urgent nature to which an immediate reply must necessarily be sent) will be acknowledged on a printed form by the File Keeper. The form suggested is attached.

V--Office Action.

34. Referencing and Noting:--In re referencing if necessary it will, as a rule, be the first stage of office action on a new file on return of first receipts from the officer. On this subject and on the subject of noting see paragraphs 118 and 119 of the Report. There
66 / in the course of referencing files are referred to and found to be unnecessary for dealing with the case they will be at once returned to the Record Room of the File Bureau. Current files required will be obtained from the File Keeper in whose custody these will be kept. No current file will be taken without reference to him even where it is to remain within the Branch, otherwise ~~how~~ he cannot maintain efficient control. All files retained in the Branch, except when they are actually being dealt with by an Assistant will be kept under the custody of the File Keeper in a separate portion of the file Bureau which may be called the File Deposit.

When a file other than a printed copy is issued to be linked up with a file under disposal a note will be

entered in the Movement Register of the file number with which and the date on which it was so linked up.

35. Drafting.--The file numbers of all letters issuing from the Secretariats will appear in a prominent place (preferably the left-hand top corner of the initial page of the letter) with a request to quote the number in further correspondence on the same subject.

The number of enclosures intended to accompany a letter will always be stated on the draft (with sufficient particulars to enable the copyist to identify them) and the number will be copied at the end of the letter by the typist.

When it is known that the office to which the letter under draft is to be sent will require copies for circulation, the number of copies it is likely to require will be noted on the draft by the Assistant or officer preparing it.

The date on the letter should invariably be the date on which it actually issues.

The expressions "instant", "ultimo" "proximo", etc., should not be used, the name of the month being always stated, as otherwise letters drafted at the end of a month are apt to be incorrectly worded.

In drafting a letter care should be taken to avoid embodying references to communications from the addressee unless these have a real and important bearing on the subject matter. Such references probably result in the papers quoted being got out in the addressee's office and if they are not really useful, much time and labour may thus be wasted.

It will always facilitate the consideration of a letter which is of any length or complexity if it concludes with a summary of the points to which consideration is invited.

36. The "Express Letter" or "Postal Telegram" form of correspondence now in use in some Departments should be adopted in the Departments generally. Under this system letters to official correspondents are drafted in telegraphic form thus saving much time and labour. The system is particularly applicable to urgent cases when the individual dealing with the case is able to dispose of it himself without submitting a draft to a superior officer. The telegraphic form adopted enforces the urgency of the communication on the addressee. A carbon copy of the letter should of course, always be kept for the file.

37. Where an issue is not despatched by a sea-route two copies for posting by successive mails will be made, in accordance with the usual commercial practice.

VI.—Action of the orders have been passed.

38. When a draft has been approved and the order passed that the letter is to issue, the case and the necessary instruction will be sent to the File Bureau of the Branch concerned which will pass it to the Receipt and Issue Branch after making the necessary entry in the Movement Register and on the Movement Sheet. It is preferable that all files should be passed for issue to the Receipt and Issue Branch, so as to reduce to the minimum the points attached to the ordinary Branches; but until improved arrangements or departmental accommodation can be made, it may be found convenient to despatch files, other than those which are to be sent by post, direct from the Branches dealing with them.

39. The Registrar or Superintendent will distribute the typing work among the typists. The Lanco or similar duplicator should ordinarily be used when more than twelve copies are required, unless printing is more suitable. The typewriter initials of the typist should appear in the original and all copies are in the stencil.

40. The necessary comparison between the original and typed copies (whether of an issue or its accompanying document) should always be made by the typist and not by the Superintendent. Except with very important or elaborate issues no reader for this purpose should be necessary if skilled typists are employed.

41. The draft should always show the number of copies required and should include a typed or duplicate copy or attachment to the file. This additional copy must have typed on it the full details of accompanying documents as these appear on the draft.

42. Any alteration made in the original issue by the officer at time of signing must be made in the file copy by the Superintendent who will also enter in pencil the name of the officer who has signed.

43. All secret or confidential papers for typing or reproduction will be sent in a closed box to the head of the Receipt and Issue Branch. The copies made, all carbon papers and trial sheets, and the stencils will be returned with the original document to the head of the Branch. The making of spare copies should be prohibited.

44. The issue when ready, whether a file, letter or telegram will be passed to the Despatch Clerk.

Letters, files or other articles for postal despatch and also telegrams will be entered in one Issue Register (annexed). A separate Issue Register for despatches to the Secretary of State may be maintained in any particular Department if considered desirable. Any matter for local delivery will be entered in the Peon Book only. All serial issue numbers will be abolished. The entry in the Peon Book or Issue Register will show the file number appearing on the issue. This, for foreign files, will be the file number in the Branch of the Department to which they belong.

45. The Despatch Clerk will invariably before closing the issue in a cover, check any enclosures from the details appearing on the carbon copy of the letter. This scrutiny should be confined to the number of the accompanying papers and the description of them. He should not read them since he is no way responsible for their verbal accuracy. The utility of the present system of entering on the outside of the cover details of the enclosures is doubtful except when papers are "Secret" or "Confidential." This information will then appear on the inner cover. Where an entry is made, the file numbers appearing on the issues should be given.

46. The preparation of the present elaborate Transfer Slip when sending a case to another Department appears unnecessary. It would appear sufficient to enter in the Peon Book the file number and a simple note of the accompaniments, e.g., "File No. with 2 reference files attached." It is to be remembered that a note of all files attached for reference and of all letters received and issued in a file will appear on the Docket Sheet. Any accompaniments to a letter issued will appear in detail on the carbon copy on / the file. The only

documents in a file likely not to be noted specifically are the accompaniments to a receipt and these would as a rule appear from a perusal of the receipt itself.

47. To enable the Despatch Clerk to deal satisfactorily with postal matter a convenient arrangement, if practicable, would be that a suitable wall-posting-box should be built into the passage wall so that postal matter can be posted from the inside of the Receipt and Issue Branch by the Despatch Clerk. These post-boxes could, by arrangement, be cleared by the postmen from the passage.

48. Telegrams---All work in connection with telegrams should be done in the Receipt and Issue Branch. The Assistant in charge of secret and confidential telegrams should have a separate room for his work. His codes should be under lock and key. He should have a knowledge of typing but not necessarily be an expert typist or stencil-typist. Confirmations of telegrams should in all cases be sent.

All messages should begin with the file number (in preference to a serial number) which the correspondent would ordinarily quote in any reply and thus automatically link up this reply should be with the file to which it referred. Where groups of figures are necessary in a message these should be telegraphed in words, e.g., 114765 should be telegraphed "eleven forty-seven sixty-five," since experience shows that figures are frequently transmitted incorrectly and this causes delay in receipt and often necessitates a call for repetition before the subject can be dealt with.

Telegrams should be despatched the instant they are ready. They should be entered in the Issue Register in red and this entry should show the time of despatch.

49. It is suggested that the present system of using Service Stamps both for postal matter and for telegrams should be discontinued. In place of the present system of "franking" letters and postal packets by means of initials, franking might be done in the top right hand corner with a metal or rubber stamp which should reproduce the name of the Department and also some distinctive design associated with the Department. This stamp should be kept by the Superintendent of the Receipt and Issue Branch and used by the Despatch Clerk under the Superintendent's authority. Blank covers should not be franked in advance of being required. Unfranked postal packets should not be accepted by the Post Office from Government Departments.

For the use of officers a similar stamp showing the officers' official designation might be used. This could be used while on tour.

50. For telegrams sent from Government Departments or by Government offices, the present C.H.M.T. telegraph form appears quite suitable and might be extended to all Departments. The original copy sent to the Telegraph Office for despatch should bear the signature of some responsible individual and the name of his Department; the telegraph form will be available for examination by the Posts and Telegraphs Department which can take up any apparent irregularity with the Department concerned.

VII.---Action after Issue.

51. Immediately after issue has been completed the file will ordinarily be returned to the File Bureau. It appears advisable at this stage that even when no further immediate action appears to be called for, the file should be passed to the Assistant dealing with it to see that action is really complete before it is placed in the File Deposit. The Assistant should mark in the Subject Index. All important rulings, orders or minutes which have been recorded in the notes during the currency of the file.

68 52. When a letter has issued to which a reply is awaited, the Assistant will enter the file number in the Reminder Diary to which reference is made in paragraph 66.

53. Files which appear to be finally disposed of, and which it is clear need not be printed, will be passed by the Assistant to the Superintendent, who, should he decide that no further action is necessary, will mark them accordingly and return them to the File Bureau where they will be placed in their numerical order.

54. Printing.---Where final disposal has taken place and a file appears sufficiently important, the Assistant will send it to the Assistant Secretary for orders as to printing.

No file should be printed at any stage unless under the orders of an officer.

In passing orders for printing the Assistant Secretary will edit the noting, as prescribed in paragraph 124 of the Report.

55. All printing will be done under the supervision of the Receipt and Issue Branch which will be responsible for the mechanical work of editing (as distinct from editing of noting), preparation of orders for Press, etc. A specimen page of a Register which can be used when sending documents to Press is annexed.

All files should so far as possible be sent out in such form that they can be printed off by the Press without further reference. In particular where any initials are obscure the name should be reproduced in full. Proof-reading in the Departments should be limited to the checking of a single proof and the comparison of the final printed copy with the original documents. In no event should the latter action be omitted. The omission of this check in some Departments is particularly undesirable in view of the present practice of destroying the original files after a comparatively short space of time.

56. The present "previous and later references" will be discontinued. In place of these a space in the Docket Sheet will be provided for the numbers of all files used as references in a case. These numbers should be reproduced when a file is printed.

57. When the printed copies have been received and compared with the original, one printed copy will be sent to the File Bureau of the Branch to which it belongs and the original with the remaining printed copies to the Record Room. In certain Branches dealing with specially confidential work, it may be necessary to provide enlarged space to contain printed copies, unless, as seems preferable, these are placed in a special section of the Record Room.

of the Record Room.

58. The present system of classifying files into A (which are always printed), B (which are sometimes printed and in all cases included in the Proceedings of the Month) and one or two other categories covering the files of minor importance, will be discontinued. All files will be divided into two classes--"Printed" or "Not printed"--according to importance. Miscellaneous correspondence of a purely ephemeral nature will under the system proposed be found in File No. 0 of each Branch and in no instance will this be printed. Even where for some reason papers in connection with a file have been printed at some earlier stage the printing ought not to be completed unless the file be of sufficient importance when disposed of. Subject to certain observations made in paragraph 123 of this report, no Tables of Contents of files should be prepared or printed.

59. Binding.--All files, whether printed or not, will on disposal be bound in book form. Stitching in a three-sheet board or even stouter cover when necessary and a fabric or soft-leather binding would appear suitable. For the larger files it seems desirable to have a more substantial cover than that now in use.

60. Preparation of printed Indexes.--For the preparation of the necessary printed Indexes a duplicate Index will be maintained. The duplicates of the cards can if desired be on paper, and if the cards of the Card Index are typed ~~xxx~~ the second copy can be obtained by one typing, the "paper" being placed in front on the typewriter and the card being a reproduction by means of a carbon paper behind.

61. For all purposes within the Department the Card Index will be sufficient and no monthly or even annual Indexes are necessary. It will be sufficient to print the Index at the end of three years. If in order to meet the requirements of the Secretary of State it is still necessary to print monthly or annual Indexes, these can be obtained from the duplicate Card Index, the duplicates for each month being kept separate until the Index for this month has been prepared and then amalgamated with the duplicates of the previous months.

62. The printed Index will be for the whole Department and in two parts, viz., Subject Index and Name Index.

If desired a separate part can be reserved for Foreign files dealt with in the Department.

63. The Subject Index can be prepared either according to subjects under each Branch or in subjects for the whole Department.

64. The Name Index will be an amalgamated Index for the whole Department. Where a name appears on cards relating to files of more than one Branch, only one card will be retained; the numbers of the files in other Branches will be entered on this card and the rest of the cards of that name destroyed.

69 65. The triennial printed Index should include all cards which are in the live Card Index at the time of going to Press. As soon as the printed volume is available for use, all cards / the contents of which were included in the previous triennial volume will be weeded out of the Card Index. The object of this arrangement is to avoid having to build up the Card Index ab initio after every occasion on which it is printed, and thus lose its value for referencing.

VIII---General.

66. Checks on Delay.---The present Reminder Lists, Arrears Lists and Suspense or Await Lists will be discontinued. In place of these will be substituted:--

- (1) A diary called the Reminder Diary in charge of the File Keeper but accessible to any Assistant of the Branch. This should be printed by the Stationery Office and should consist of a book of about 80 sheets of country buff paper, with two dates on each page (Sunday omitted). A Card Index may be substituted where preferred, or where the number of cases dealt with render it more suitable.

- (2) Reminder Slips (vide specimen annexed).

67. The method suggested for working these is as follows:--

Before sending on a file to the File Bureau for submission to an officer or reference to another Department, the Assistant will note in the margin of the Docket Sheet against the officer to whom or Department to which the case is being sent the date on which he considers it reasonable that a reminder should issue if the file has not by that date been returned to the File Bureau. It is obvious that no rule can be laid down as to this period but it is believed that an Assistant will with experience be able to fix a reasonable date. The only exception suggested is that individual attention should be concentrated at present on the progress of "immediate" and "urgent" files in place of reliance on any mechanical means.

The File Keeper will, before passing the file on, enter its number and brief subject in the Reminder Diary. The entry will be made under the date noted by the Assistant in the margin of the Docket Sheet. When a file returns to the File Bureau on or before the date anticipated the entry in the Reminder Diary will be cancelled.

On the morning of each working-day the File Keeper will issue Reminder Slips either to the officer concerned or to the Assistant who dealt with the file ~~xxxx~~ in respect of each file the return of which is overdue.

On receipt of the Reminder Slip, if further delay inevitable from the nature of the subject, the officer will enter on the Reminder Slip the date on which he desires again to be reminded should the file not have been received back in the interval. Assistants will take the necessary steps to secure the return of the file from the Branch or Department to which it has gone; but if further delay is found inevitable, they will likewise enter on the Reminder Slip a fresh date for a further reminder. The Reminder Slips will invariably be returned to the File Keeper and where the Reminder Slip has not resulted in the return of the file, the file number will be again entered in the Reminder Diary on the new date indicated.

A similar procedure will be followed in the case of "Await" or "Suspense" files. The date for resumption of action will be entered in the margin of the Docket Sheet by the Assistant in charge before the file is replaced in the File Deposit, and if the file is still in "suspense" on this date the Reminder Slip will issue to the Assistant in charge who will take the necessary action.

Where for any reason office action has been unnecessarily delayed, the Assistant responsible will be invited to explain such delay to his Superintendent at the time it occurs. If satisfied by the explanation the Superintendent will briefly note the reason on the Movement Sheet and initial it.

The File Keeper will submit to the Deputy Secretary and through him to the Secretary once a fortnight all the live Reminder Slips in his possession on the day of submission or a list of outstanding arrears disclosed by these slips, with a covering note calling attention to any special cases of delay.

68. The use of "Early" labels should be discontinued, and the existing rules for the strict limitation of the use of "Immediate" labels should be rigorously observed. The "Urgent" label will thus be the only one in any considerable use.

69. In the event of the head of any Department desiring a daily statement of receipts, it is recommended that the diary should be loose leaf, and that the subject of each receipt should be entered in the extra column provided in the diary. A carbon copy of the entries can thus be made for submission to the head of the Department. Arrangements could also be made to supply a daily statement of issues, if desired, by a similar treatment of the Issue Register.

70. Arrangements for the annual move between Simla and Delhi.*--Dates will be fixed, as at present, after which all correspondence for each Department ~~for~~ or Branch

* See also paragraph 67 of the Report with reference to the possible substitution of motor for Railway transport.

70 should be addressed to Delhi; and one Assistant in each Branch, with the necessary staff of peons, will proceed to Delhi sufficiently in advance of that date to allow for the transit of all the material required / by the Branch is Delhi, and for its unpacking and arrangement there. In particular, before work is begun the File Deposit should be complete with all current files, diaries, registers, etc., and the Card Index and printed Indexes should be available. All cases on which work is in progress unless of a specially urgent nature will be made over to the File Bureau and moved down in the File Keeper's custody. Assistants and officers will note the file numbers of such cases before making them over and will call for these cases for the File Bureau when they resume work after the move. A very strict interpretation of the exception permitting specially urgent cases to be brought down by an Assistant or Officer should be insisted on.

The files and printed copies brought down should be limited strictly to these likely to be required for referencing. Any additional papers can always be obtained from Simla within two days.

Sufficient supplies of stationery will be kept both at Delhi and Simla, so that stationery need not be included in the move. Office furniture and office fittings will not be moved.

71. The present boxes should be utilised until worn out. When new ~~lx~~ boxes are required, they should be strongly made and the ends should be protected with metal strapping. The size of new boxes should be controlled by---

- (1) the size of files, allowing, for instance, four bundles of files laid flat to be packed in each box, and (2) the size of Railway Wagons, while Railway transport is utilised.

Boxes of one specific colour will be allotted to each Department, a band of one or more colours denoting the respective Branches being painted round the Boxes sideways and end-ways. A printed label stating the Department and the Branch will be affixed to each box, and each box will be conspicuously numbered. Files will be placed in the box in numerical sequence. A list of contents (numbered, to agree with the Box number) will be prepared in duplicate, one copy being affixed to the inside of the lid of the box and the other taken to Delhi by the Branch Assistant who is looking after the move. The name of the Assistant responsible for the packing of the box will be shown on this list. The present method in some Departments of fastening down the lids of the boxes by means of three or four set screws appears expeditious and satisfactory. To ensure that contents are not tampered with in transit these set screws should be countersunk $\frac{1}{8}$ th to $\frac{1}{4}$ th of an inch, the space filled with sealing wax and the seal of the Department affixed.

Arrangements should be made to avoid all unnecessary handling. All the boxes belonging to a Branch will, if possible, be in the same wagon or wagons. The transshipment at Kalka will be under the Supervision of a competent official detailed for the purpose who will remain there until all the material has passed through. Part of his duty will be to notify the Branch Assistant at Delhi of the number of the train and the numbers of the wagons containing the material of each Branch and the

probable time of arrival of the train. This notification should be sent in ample time to allow the Assistant at Delhi to assemble the requisite transport at the station, to meet the train and take the boxes straight to the Branch. The accommodation in the Branch will have been prepared before hand, and no box will be emptied until the contents can be put at once in their proper place in the office.

72. Every effort should be made to arrange that all the remaining members of a Branch should move as nearly as may be simultaneously, the object being that the Branch should remain practically intact at Simla till as near as possible to the date fixed for the change over, and that as many as possible of the members of the branch should move to Delhi immediately before that date, so as to reduce to the smallest dimensions the period during which work is rendered impossible by the absence of essential members of the Branch.

The arrangements for the move should be under the supervision of the Public Works Department which should place one or more officers on special duty during the period of the move in order to assist the individual Departments, to co-ordinate their movements, and generally to minimise delay.

Smaller boxes, such as those at present in use, will be utilised for carrying cases under immediate disposal and all other urgent cases and papers. These ~~will be utilised for carrying cases under immediate disposal~~ will be taken by the individual members of the staff proceeding to Delhi who will be personally responsible for the contents. Before departure they should give to the Superintendent of the Branch a list of the contents of the boxes in their charge.

73. The above arrangements will apply, mutatis mutandis, to the move from Delhi to Simla.

74. Attendance register.--An attendance register will be kept in all Departments. register will be initialled on arrival and departure by all of the office staff from the junior clerk of the Lower Division upwards. It will be placed in the Receipt and Issue Branch and removed ten minutes after the time fixed ~~xx~~ for arrival on each open day and placed before the Assistant Secretary in charge of Establishment. Any member of the staff arriving after this time will report himself to the Assistant Secretary and give the reason for his late attendance. The register will be replaced in the Receipt and Issue Branch ten minutes before the close of the office hours. The Assistant Secretary will be ~~placed in the Receipt and Issue Branch and responsible~~ responsible for calling the Secretary's attention to cases of irregular attendance which appear to require disciplinary action.

75. Record rooms.--A single record room should suffice for all Departments in the same building and this arrangement, coupled with the reduction in referencing anticipated from the proposals already made, should enable a reduction ~~xxxxxx~~ to be made in the record room staff. / Sufficient storage space should be left for future possible requirements. In arranging racks the natural lighting of the room should be considered and the racks themselves so far as possible kept away from the walls. The records should be accessible only to the record keeper and his staff.

Files will be arranged in the Record Room in file serial numbers by Branches under Departments. They will be tied up in bundles of sufficient size to fill up the depth of the shelf and will have a wooden board placed on the back and front. On the face of the front

Board will be shown the name of the Department, Branch, Year, and File No. A plan should be prepared and hung up in the Record Room showing the position and arrangements of the racks and records. It is very important that this should be kept up to date.

Proper arrangements must be made to preserve records being issued from the Record Room except on the written request of a suitably responsible member of the staff, and to ensure that records issued are all duly returned.

75. Office furniture.---All office furniture should so far as possible be standardized and the hiring of furniture should be reduced to a minimum. Office tables should be designed with receptacles underneath to hold forms and stationery, thus avoiding the necessity for a separate stationary cabinet on the desk which interferes with light and working space. The standard dimensions could be placed against the walls of the room. If further storage accommodation is necessary (though this should be reduced to the minimum actually required) the partitions between branches or between sections of a Branch in one room may consist of dwarf cabinets not over four feet in height. The file deposit in the file cabinets should consist of steel shelves constructed so as to hold a file resting lengthways. Files should be kept in numerical order and the numbers indicated by metal guides. The current files should be kept separate from the files disposed of. Racks especially in the record room should be of iron or steel as a protection against fire. For holding, securing and confidential papers suitable cabinets of steel fitted with strong locks are now made in India and these can be obtained to any pattern desired

77. Preservation and destruction of papers.---

(a) Preservative of papers.--As soon as final action has been completed on a case, the papers should be transferred from the "Current" to the "Closed" section of the File Deposit. The index cards should be marked at this stage (if not already done) to show whether the case has been printed or not.

At the end of the year, or more frequently if required, all closed cases should be transferred from the File Bureau to the Record Room and the index cards marked accordingly.

(b) Sorting for destruction.----While considerable differences exist in the practice of different Departments as regards sorting of files for destruction, the systems followed are based ~~and provide for the destruction (with or without examination)~~ on the existing classification of papers into A.B. (sometimes C), File, Deposit papers, etc., and provide for the destruction (with or without examination), or the reduction in the number of copies, of papers of these classes after prescribed periods of years. In some Departments examination of the Tables of Contents, in other Departments examination of the papers themselves, is the process followed for deciding on destruction or retention.

The proposals now made to abolish Tables of Contents and to substitute two classes of papers (Printed or Unprinted) for the existing more numerous classes, will necessitate revision of the system.

(c) Manuscripts of Printed Files.--The manuscripts of printed files should not, as at present, be destroyed after periods varying from 6 months to 5 years or even longer, but should be examined when 5 years old and those considered of sufficient importance to warrant their preservation for a further period should be kept, the balance being destroyed. Those marked for preservation should be re-examined at the close of a further period, say, of ten years. Rules should be laid down for reducing the number of copies of printed papers after a reasonable period;

(d) Manuscripts of Unprinted Files.--Unprinted files should be examined three years after final orders and only those of sufficient importance should be preserved. Those retained should be examined ~~at the close of~~ ~~further period, say, of ten years~~ triennially, and any files not considered worthy of further retention destroyed.

Under this system the work of destruction will proceed automatically from year to year, and should be spread over the year so as to avoid dislocation of other work.

Cases belonging to File 0 should be preserved for twelve months and then destroyed.

Whenever a case is destroyed, this should be noted on the main Index cards and in the printed Index.

78. The above refers to the procedure to be followed with papers originating under the new system of procedure. As regards existing papers, it is understood that the records are now being scrutinised in accordance with prescribed "weeding" rules in order to ascertain which can be destroyed before the move to New Delhi. This procedure may result in the preservation of a large number of files which might well be destroyed, and it is suggested that

the whole question should be re-examined with a view to ensuring that only such files as are of sufficient importance should be transferred to Delhi.

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FORMS.

1.-DIARY.

(See Appendix B, Paragraph 8.)

[illegible]

NOTE.--Date of receipt in Branch is to be written across centre of page at beginning of each day's receipts. Column 5 is to be left blank, unless special instructions are given to the contrary.

II-B.---ISSUE REGISTER

Serial No.	Date issued.	To whom.	File No.	Postage.
1	2	3	4	5
				A. P.

NOTE.---This alternative form is to be used if Service Stamps are retained.

III.---PRESS REGISTER.

(See Appendix B, paragraph 55.)

[illegible]

IV.--DOCKET SHEET.

(See Appendix B, paragraph 23.)

DEPARTMENT._____
BRANCH.

File No. _____

SUBJECT :-----_____
REFERENCES:-----

N.B.--The File Numbers of all files referred to in
disposing of this case should be noted here.

Notes and Orders.

V.--MOVEMENT SHEET.

(See Appendix B, Paragraph 23.)

DEPARTMENT._____
BRANCH.

File No. -----

Date File opened _____

DATE PASSED ON.	TO WHOM SENT.	REMARKS.	DATE PASSED ON.	TO WHOM SENT.	REMARKS.
1	2	3	1	2	3

VI.---ACKNOWLEDGMENT FORM.

(See Appendix B, paragraph 33.)

File No: _____

_____ DEPARTMENT.

_____ BRANCH.

In any future correspondence
please quote above number and
subject heading below.

SIMLA, _____ 191
DELHI

To

Subject:---

SIR,

I am directed to acknowledge the receipt of your
number _____ dated _____ on the above subject,
which is receiving attention.

I have the honour to be,

Sir,

Your obedient servant,

VII.---REMINDER SLIP.

(See Appendix B, paragraph 66.)

File No. _____

DATE. _____

Subject:--

Submitted to _____

On _____

Date on which officer
or Assistant wishes to be again reminded or other
instructions.

VIII.---INTER-DEPARTMENTAL REFERENCE FORM.

(See paragraph 107).

(To be signed by Deputy Secretary or higher officer before any file is referred to another Department).

_____ DEPARTMENT.

FILE NO. _____

SUBJECT:---

Points on which file is referred:-----

APPENDIX C.

(a) Suggested re-draft of some of the
Rules of Business.

(New portions are shown in italics. References at the foot of each rule are to the paragraphs of the preceding Report).

N.B.--This re-draft is merely intended to indicate the character of the changes that will be required. The precise wording will of course require consideration by the legal advisers of Government.

6-A. In dealing with the recommendations of important Special Committees or Commissions of Inquiry, the normal procedure shall be to place a qualified officer of suitable standing on special duty for the purpose of obtaining the necessary decisions of Government thereon, of carrying through the requisite consultations with Departments of the ~~the~~ Government of India and Provincial Governments, and of seeing that such recommendations as are approved are brought into operation. The officer placed on special duty for ~~this~~ purpose should have as independent a position as possible.

(See para. 54.)

101. In consulting Local Governments, the Government of India should ordinarily confine their references on general questions to the Major Local Governments and Administrations and on special questions to those Government which are principally affected by them. A definite time-limit for replies should be fixed; on the expiry of the time-limit the case should invariably be submitted to the Secretary who will decide whether it should be proceeded with without awaiting further replies, and if he considers that further replies are necessary, will

address the appropriate Secretary to the Local Government by semi-official letter or by telegram.

(See paras. 98 and 100.)

11. (1) Every case the subject of which concerns another Department shall, unless it is one of extreme urgency, be referred for consideration to such Department before it is circulated to the Members or brought before a meeting of Council, and before any orders are issued. Personal consultation between officers of the Departments concerned, the result of which is recorded on the file by a note agreed between those officers, shall be deemed to satisfy the requirements of this rule.

(2) *Ibid.*

(See para. 107)

12. The Governor General, in the course of the number in charge of the Department to which the subject belongs, will write the necessary order unless he considers it necessary to bring the case before a meeting of Council in which event he will determine when the case shall be so brought before Council: and also whether the papers shall be further circulated before action is taken upon them, and, if so, whether they shall be circulated to all or only to some of the Members;

Provided that, if it is proposed to legislate in the Council of the Governor General, the papers shall, unless the Governor General otherwise directs, be circulated to all the Members and brought before a Meeting of Council:

Provided also, that every proposal for legislation in the Council of the Governor General shall, if any Member so requires, be brought before a meeting of Council with a view to determining whether the Government should deal with it upon united counsels, or should leave it an open question:

Provided further, that if in the opinion of the Governor General the case involves issues of grave importance the case shall be brought before a Meeting of Council.

(See para. 23.)

23. Save as otherwise provided by Rule 25, the Legislative Department is not, in respect of legislation, an originative or initiating Department. The Drafting Branch is attached to the Legislative Department for administrative purposes only; its proper function is to put into technical shape projects of law of which the policy, or desirability is under consideration elsewhere.

24. (1) Save as aforesaid, every proposal, to initiate legislation in the Council of the Governor General, shall be considered in, and, if necessary, transferred to, the Executive Department to which the subject belongs, which shall consult the Legislative Department as to whether the project requires legislation to give effect to it and on the general legal principles involved.

(2) A definite decision of the Executive Council to legislate is not necessarily required before a draft bill is prepared; but when the Executive Department decides a draft bill to be prepared for consideration by Government, it shall send to the Drafting Branch of the Legislative Department a written communication to the above effect signed by the Minister in charge, which shall either indicate with sufficient precision the lines on which the bill is to proceed or shall name a responsible officer who is authorized to give the necessary instructions. In any case the Executive Department shall place a responsible officer in direct personal charge of all matters relating to the bill. This officer shall deal direct with the Drafting Branch of the Legislative Department which shall accept his instructions as equivalent to those of the Executive Department.

(3) If the Member in charge of the Executive Department is of opinion either before or after the preparation of a draft Bill, that legislation is inexpedient, or that the proposal should be referred to Local Governments for opinion, the case shall be submitted to the Governor General and be dealt with in the same manner as business under Part V.

(4) If legislation is decided upon, a draft Bill, if not already prepared, shall be prepared in the manner and following the procedure described in sub-section (2), and after its preparation and circulation to the Executive Council a copy of the Bill with a Statement of Objects and Reasons signed by the Member in charge shall be sent to the Secretary in the Legislative Department for the purpose of Rule 16 of the Rules of Legislative Business. All correspondence regarding the legislation decided upon shall be conducted by the Executive Department except correspondence directly arising out of the publication of the Bill pursuant to an Order of the Indian Legislative Council which shall be dealt with by the Legislative Department. At least two weeks before the circulation of a draft Bill to the Executive Council a copy shall be sent to the Secretary in the Legislative Department in order to give the Department an opportunity of commenting on the general legal principles involved.

(See paras. 30 to 32.)

(b) Suggested redraft of some of the
Secretary's Instructions.

(New portions are shown in italics. References at the foot of each Rule are to the paragraphs of the preceding Report.)

14. A. Members and Secretaries in all Departments shall ordinarily set aside certain hours on certain days in each week for personal interviews with their Secretaries

and Deputy Secretaries, respectively, or of officers of analogous status, with a view to the speedy disposal of business by personal discussion.

(See para. 75.)

14. When a case has been referred to, and returned from another Department, and a difference of opinion between the Departments is disclosed, personal discussion should invariably be substituted for further noting. In any case where the two Members in charge of the Departments agree after personal discussion, the Secretary shall meet and put up a joint note giving the decision on which there shall be no further noting.

(See para. 107.)

18. Wherever possible consultation ^{of} other Departments shall be effected by personal interview between responsible officers of the Departments concerned. The result shall be recorded on the file by a note agreed between those officers.

for

18A. (1) No Departmental file shall be referred to another Department except by direction of an officer of the rank at least of Deputy Secretary.

(2) Any file referred as above shall have attached to it a special Form signed by the officer by whose direction it is referred, specifying precisely the points on which the opinion of the other Department is sought, or which it is desired to bring to the attention of that Department. Wherever possible the proposals shall be embodied in the form of a draft. Before the file is sent, all routine notes shall be removed.

18 B. (1) When it is necessary to consult more than one Department on a case, such consultation shall as a rule take place as nearly as possible simultaneously. This rule does not apply to cases in which the multiplication

of the documents to be sent would involve an excessive expenditure of time and labour, or in which the occasion for consulting the second Department does not arise until the result of consulting some other Department is known.

(2) Where simultaneous references are made to more than one Department, the file may, if desired, be sent to one of such Departments, communication with the other Departments being by written memorandum except in cases which can be disposed of by verbal consultation.

(See para. 127)

22. Council cases shall ordinarily be circulated to the Members simultaneously. A clear, succinct and self-contained summary of the case, either in the form of a draft despatch, or of a specially prepared memorandum, or of a note by the Secretary or Member, shall invariably be placed on the top of the papers circulated. Any Member may call upon the initiating Department for the complete file before recording his views and any Member may defer recording his views, if he so desires, until he has seen the note of any other Member or Members. The notes of Members shall be sent with the papers to the Secretary of the Initiating Department who shall before the meeting of Council return the papers to each Member together with copies of all notes recorded.

P. D. MALHOTRA
10.7.63.

